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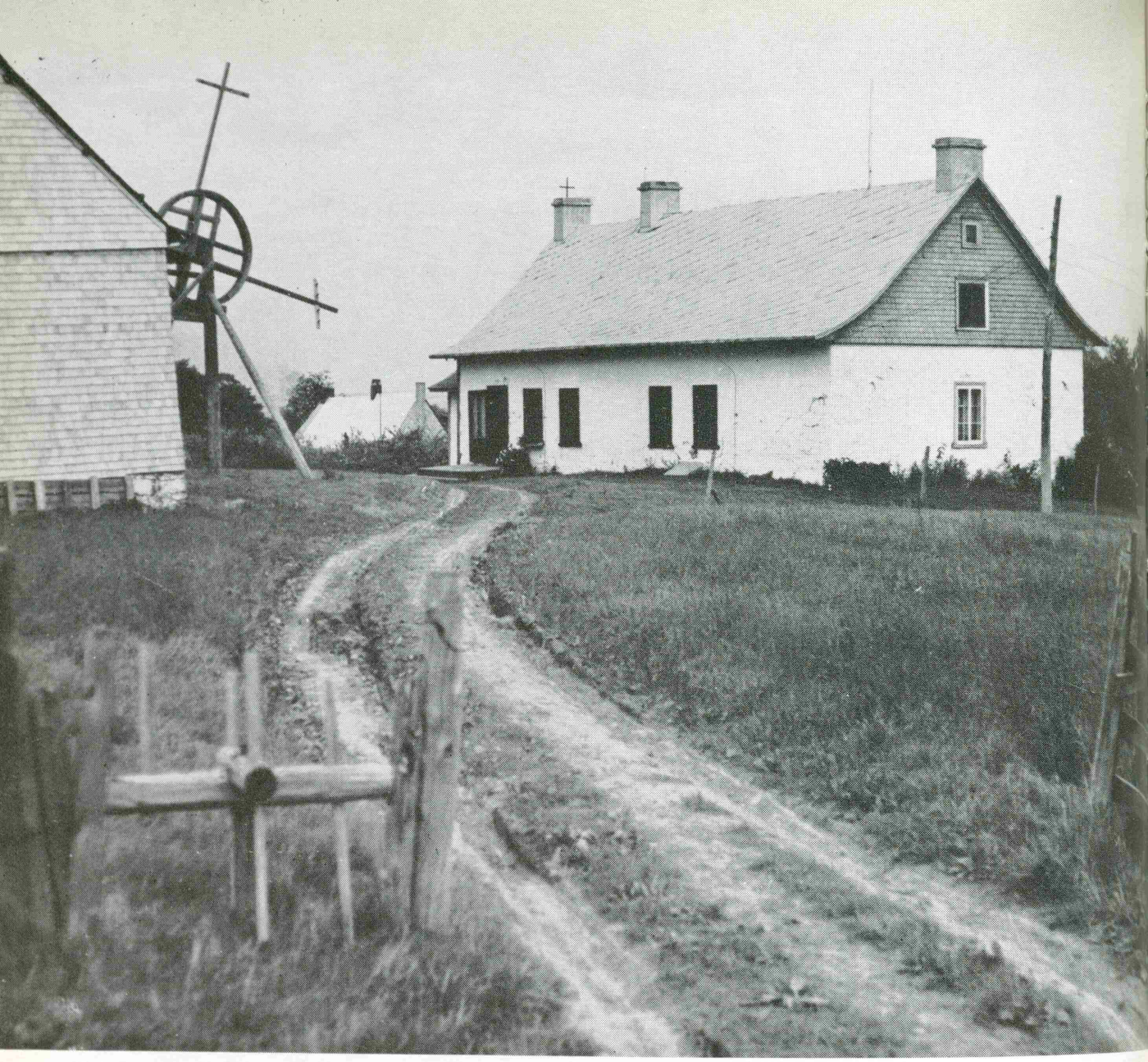

Vieille ferme à l'Ile aux Coudres.
Old farmhouse on l'Ile aux Coudres, Quebec.

Photo: Office du Film de la Province de Québec

Vous êtes-vous inscrit à la Conférence Nationale d'Urbanisme de 1963 qui se tiendra dans la cité de Québec du 29 septembre au 2 octobre? Ceci nous aiderait à faire nos préparatifs si vous vous inscriviez tout de suite. Un programme préliminaire et des formules d'inscription vous ont été adressés, mais si vous en aviez besoin d'autres, veuillez écrire au bureau national de l'ACU, 425, rue Gloucester, Ottawa.

La randonnée après la Conférence quittera la cité de Québec au cours de l'après-midi du 2 octobre pour revenir à 6 heures du soir, vendredi le 4 octobre. La randonnée passera par le Parc Laurentien, Chicoutimi, La Malbaie, en suivant la côte nord du St-Laurent pour le retour. Les vignettes du Québec dans le présent numéro représentent toutes des endroits que vous verrez pendant la randonnée. Vous pouvez obtenir d'autres détails du bureau national de l'ACU.

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COMMUNITY PLANNING REVIEW
REVUE CANADIENNE D'URBANISME

VOLUME XIII, NUMBER 2 SUMMER, 1963

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Front Cover: Chateau Frontenac Hotel in Quebec City, seen from the Parliament Building. Le Château Frontenac de Québec, vu des édifices du Parlement.
Back Cover: A view of the St. Lawrence River at Quebec. Une vue du St-Laurent, á Québec.
Photos: Canadian Government Travel Bureau.

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PLANNING IS *PERSUASION*

Arnold Edinborough

The Ontario Division of CPAC held its second Planning Problems and Progress Conference for members of planning boards from May 30—June 1. One of the highlights of this very successful meeting was Arnold Edinborough's eloquent attack on the selfish attitudes of our "I'm all right, Jack" society whose creed is:

"Build, bulldoze and be damned: we'll be dead when the debentures fall due."

ONCE UPON A TIME — about four hundred years ago to be precise — there was a land of tall trees, clear streams and pure air.

Its forests were filled with game: moose, deer, bear and so forth; its streams were filled with fish: trout, bass, char and whitefish; its air was sometimes literally filled with partridge, pigeons, pheasant and curlew.

People who saw this land waxed lyrical about it:

> *Beautiful: most beautiful in her rugged grandeur is this vast country. How awful is the sublime solitude of her pathless woods! What eloquent thoughts flow out of the deep silence that broods over them. We feel as if we stood alone in the presence of God, and nature lay at his feet in speechless adoration.*

(From the Introduction to MARK HURDLESTONE, THE GOLD WORSHIPPER by Susannah Moodie, 1853).

That land was right here where we are having our meeting tonight. But where every prospect pleased, was it true that man was really vile? His living conditions certainly were. The inhabitants of these majestic forests were ill-fed, ill-clothed, diseased and destitute.

> *Wintering with the Algonquins, he soon knew*
> *The life that was before him in the cabins—*
> *The troubled night, branches of fir covering*
> *The floor of snow; the martyrdom of smoke*
> *That hourly drove his nostrils to the ground*
> *To breathe, or offered him the choice of death*
> *Outside by frost, inside by suffocation;*
> *The forced companionship of dogs that ate*
> *From the same platters, slept upon his legs*
> *Or neck; the nausea from sagamite,*
> *Unsalted, gritty, and that bloated feeling,*
> *The February stomach touch when acorns,*
> *Turk's cap, bog-onion bulbs dug from the snow*
> *And bulrush roots flavoured with eel skin made*
> *The menu for his breakfast-dinner-supper.*
> *Added to this, the instigated taunts*
> *Common as daily salutations; threats*
> *Of murderous intent that just escaped*
> *The deed — the prologue to Huronia!*

(From BRÉBEUF AND HIS BRETHREN by E. J. Pratt).

They were, so far as scholarship has at present ascertained, the remnants of a former culture: they were preternaturally quarrelsome, senselessly cruel and so improvident that they had no idea how to convert the riches around them to their own use and for their own comfort.

The French and English colonists changed that. They felled the trees to make permanent shelter for themselves; they grew crops in the clearings; they dammed the streams so that millwheels could be installed to grind the grain they grew; they laid out townsites to provide centres for marketing and civilized congress; and they wrote to their friends in the slums of England, the crofts of Scotland and the glens of Ireland to come and join them.

Why?

The answer is simple. Here was wealth for the taking; here was space and sunshine to grow tall in; here was freedom of movement, and of the spirit. There was no church to tithe you; there was no squire to persecute you if you shot a rabbit or caught a trout; there was no board of overseers to tell you what you could grow; there was no landlord asking for rent and standing ready to evict.

For some years there was here a rural classical economy which rewarded hard work with a good life.

But Eden always has a snake in the grass. Discouragements sometimes turned to despair; drought could mean destitution. But more than that: the silence of the great forests grew heavy; isolation drove many a man to drink, his wife to shrewish despair. The lack of the trivial (scarlet ribbons for a young girl's hair) could become a disaster; the titbits of civilization (cheap novels and traditional festivals) seemed tremendously important when you did not have them.

It was all right for Thoreau. He had money and position to go back to whenever he got tired, as he eventually did, of Walden Pond. But, if your name was Entwhistle and your home had been a slum in Leeds, there was nowhere for you to go and your holding in Augusta or Oso township scarcely seemed a plot in the Promised Land.

So, by a natural process which almost amounts to a natural law, the desire of settlers themselves brought capital in to exploit rather than develop the resources of the land.

Trees that had been growing for two hundred years were chopped down in half a day and the dressed lumber shipped back to England. No new trees were planted and what had been forest was soon second-growth scrub neither useful to man nor shelter for any worthwhile beast. On hillsides, this lack of trees meant the erosion of the soil which now made the once clear waters muddy and the fertile hillsides barren rock.

Iron ore was found; smelters were set up. The waste was dumped either into the browning streams or into green fields at the pit head. Nickel was found at Sudbury. Within a year or two the smoke from its processing had killed every trace of green within miles. Secondary industries grew up along the rivers. They took in clean water upstream and, having used it to cleanse their product, discharged it, filthy, downstream.

In no time at all the land of tall forest, green pastures, clear rivers and pure air was sadly scarred. Sudbury looked like the mountains of the moon — stark and terrible; Kirkland Lake and Timmins were ringed with heaps of muck and slag; the Grand River, the Humber and the Don were stinking open sewers; even the Great Lakes were so polluted at the edges that fish died before they could be caught.

Arnold Edinborough, who has taught at Lausanne, Cambridge and Queen's Universities is currently an associate professor in charge of courses in the press at the University of British Columbia. From 1954-8 he was Editor of the "Kingston Whig-Standard". He was named Editor of "Saturday Night" in November, 1958 and became Publisher in September 1961, resigning when this magazine was merged with "The Canadian". He presently writes for the "Toronto Star", the "Vancouver Sun", and the "Canadian Churchman", the national newspaper of the Anglican Church. He has his own current affairs series on CBC-TV and was a commentator for Telepoll on the CTV network.

Awful? Of course it was — and is — awful. As Lewis Mumford says: "Man is the only animal which consistently fouls his own nest and dirties his own lair".

But the Ontario man was no different from any other breed of his time. When the industrial revolution hit the world, every country soon showed the same scars of greed, improvidence and apathy.

England, where the land was so much smaller, looked worse. The gutters of the Midland towns ran black with coaldust when it rained; the slag heaps in Northumberland burned the grass for miles; open seam collieries were left like bleeding wounds after the coal was gone; and the houses built for the workers were small, unsanitary and crowded. Anyone who is appalled at our Ontario slums should see where people still live in Wigan, Brixham or the Rhondda Valley. And for pollution, let

them look, for as long as they can stomach it, at the Thames between Millwall and Dagenham.

In the United States, the same story. Take a tour through the soft coal areas of West Virginia and Pennsylvania; look at the city of Troy, New York; drive through the chemical industry complex between Buffalo and Niagara Falls; have a look at the pictures of Oklahoma in the thirties when the whole prairie surface took off in a high wind and came down miles away in the desert.

I am not excusing. I am explaining. I deplore what has happened, but it is as well to face the facts squarely. We are the heirs, in this second half of the twentieth century to one of the most savage, grasping, unprincipled attacks on natural resources and human dignity that has ever been perpetrated in the annals of mankind.

With the mess they left, we have to deal. With the residual operations of some of these same companies we also have to deal. With a continuing attitude to planning, which was anathema to the industrial pirate, we also have to deal.

Because deal with all these things we must. And we must face these difficulties, as I say, squarely, fearlessly and efficiently. In order to beat land exploitation, industrial vandalism, development Philistinism and expensively operated special interest lobbying we have to know about them. To know thine enemy is to fear him less, and control him more.

So, apart from the physical mess in Ontario — the rundown downtowns, the polluted rivers, the smutty air, the crowded streets, and the depressed industries — what do planners face?

First: hostility to a plan of any kind which deviates from that which will make the most money for the owner in the least time. Second: ridicule of planners as Utopian dreamers who will cost the taxpayer money. Third: the apathy of people themselves who will always let George do it, without knowing that George is the man who owns the land or buildings in question and got onto council to look after his interest not theirs. Fourth: perhaps the most difficult — the firm conviction on the part of most Canadians that they know what is best for them even if they have given the matter in question no thought, no time and no attention until they read about it in the local newspaper.

Let me deal with each of these things in turn.

Hostility

The hostility towards planning is not based on principle; it is based on expediency. No developer buys land without a plan; no firm expands its business without a plan. What landowners, and in particular land speculators, disagree with is being told how their plan must fit into what is good for the community.

In a democracy the greatest good for the greatest number is one of the fundamental principles on which we operate. And just as the right of free speech does not allow anyone to shout, "Fire," in a crowded theatre just because he feels like it, so the ownership of a parcel of land does not make it right for the owner to build a tannery in a residential area or a chemical plant by a hospital.

Ownership carries with it responsibility as well as privileges, just as freedom can only be exercised by one person when it does not infringe on the freedom of another. And where the rights of a community are infringed, then the rights of the individual must be secondary —not submerged, you notice, but secondary.

Similarly, any development scheme must be tied in with available or projected facilities. Regional Planning is essential here — regional plans developed well ahead of existing facilities and calling for imaginative, creative thinking between adjacent municipalties and fair-minded, even, (I say hopefully), high-minded collaboration between different levels of government, bearing in mind always that the Municipality is a creature of the Province. The Provincial Department of Municipal Affairs must have, as it does now, the final say in any unresolvable difficulties between reeves, wardens and mayors.

I see area and regional planning boards, together with the local planning board doing the work here, providing the initiative, writing the briefs outlining the projects — and persuading the politicians to accept them.

May I further say, therefore, that the recommendations of the Select Committee which would abolish planning boards appear to me retrograde and unacceptable. A representative appointed body, working outside the pressure of day-to-day politics, and with professional assistance, gets to know the intimate details of a long-range plan much better than an elected, short-range council could. The Planning Board, as it is at present

set up in this Province, seems to me to be a necessary counter-weight to the often short-term policies of the municipal council. Providing the elected body has the power, can anyone really object to the appointed body having the knowledge? Somebody should surely have it.

So much for hostility — shown at its most vicious by the speculator or somewhat crooked developer. But, as the Select Committee shows, it lurks in high places too.

Ridicule

Any newspaper editor (and I once was one) will tell you that attacking someone often strengthens his position; laughing at him will nearly always defeat him. You might feel moved to vote for a martyr. You can't vote for a joke.

So the anti-planners are only too ready to laugh at planning boards and planners claiming that they are too Utopian for this hard, down-to-earth world; and that they are concerned more with theories and principles than with practical problems. Is it true that planners are Utopian? Well some of them are. And unfortunately those who write books are the ones who are the most theoretical and who, as a result of their wide-eyed books, get the most attention. To carry out some of their ideas would cost more than any council could raise from its taxpayers now or in the foreseeable future.

But the people like yourselves, who are dealing daily with zoning problems, subdivisions, park lands and municipal services are not like that, and you should say so. If all the money that has been spent since the War on new trunk sewers, on new access roads and throughways, on the extension of utilities and public services (not to mention new churches and public buildings) had been put into expanding and refurbishing existing urban patterns instead of wrecking them, we would have no slum problem now in Ontario, much less of a traffic and parking crisis, and much less of the decay in downtown areas denoted by those ugly cavities which we call parking lots. If we had put some teeth into the planning legislation fifteen years ago we would have thirty per cent less of those parking lot cavities now.

If planning boards were to take the time — in conjunction with such bodies as the Department of Highways, the Water Resources Commission and the federal urban redevelopment people — they could produce overwhelming evidence to show that, far from their being the expensive ones, it is the "laisser faire" developers who have left us with billions of dollars worth of debts for servicing urban sprawl and ribbon development. And there is need to spend much more before these raw subdivisions, floating in a ring of septic tanks, will all be integrated into meaningful and sanitary urban patterns.

Any businessman of the old school thinks of himself, and proclaims himself to be hard-headed. You might show him, gently of course, that he is merely thick-headed. He may then find for himself that eggheads can, when they know what they are talking about, be remarkably hard-boiled.

Apathy

You should not only counter the threats and sneers of the vested interest; you must also rouse those who have no interest at all. Lord Chief Justice Goddard used to say that there is no method known to man which can make an English Jury bring in the right verdict. I am almost as convinced that there is no method known which will alert the average Canadian to the erosion of his rights and the filching of his national and local inheritance. He is content to let George do it, and he doesn't really care whether George is a butcher who is trying to close all fish shops early or a distiller who is trying to keep all bars open late.

Why?

Because we are the comfortable society, that's why. An "I'm all right Jack" society — a society more concerned with private pleasure than public good.

That there has been a shift in public morals, everyone knows and recognizes. That we have, through a misguided sense of tolerance, through a confusing of liberty with licence, allowed principle in public life to decline is not so widely recognized. But there have been cases here in the Toronto area where local councillors and city employees have been involved with irregularities in building permits, with contraventions of zoning by-laws and with downright graft — and yet have neither been censured by the provincial Department nor brought to court by the Attorney General.

And the man who regularly exceeds the speed limit, who fiddles his income tax and pads his expense account

shrugs his shoulders, as if to say, "There but for the grace of God go I," and re-elects them through sheer apathy.

He does this because, as I say, we are the comfortable society. How did he get that way? Well this is something else which planners have to contend with. All the exploitation and the savagery of nineteenth century business barons did eventually raise the material standard of living enormously. We haven't got the tall trees, but we have got the tall drinks; we haven't got the clear streams, but we have got sail-boats and cruisers on the polluted waters; we haven't got the pure air, but we have got air conditioners in our offices both to filter and cool it.

And, looking back at the Indians, the twentieth century man is apt to say: Why spoil a good thing?

Well, we don't have to spoil it. We have to better it. People without vision or faith have always said: "Eat, drink and be merry for tomorrow we die." Now they say "Build, bulldoze and be damned: we'll be dead when the debentures fall due."

But we won't all be dead. And our children will be very much alive. I wouldn't want to leave to my children the mess that our grandfathers left for us. And when the arms race turns, as it surely will, to an economic race, we shall find that Canada will have so much capital to find to service her present debts that she will not be able to expand properly to keep up the present standard of living.

Only planning can achieve the balance we need. Only responsible and integrated land use can possibly keep our economy in good competitive shape. Only you can zone, plan and thus preserve those riches still left to us in this still fabulously wealthy country. And you must tell your story constantly — to the hostile, the jeerers, to the apathetic and to the barrack room lawyer who says he knows his rights, but wouldn't recognize one if he met it in broad daylight with a label on.

By cajoling, by persuading, by sheer determination it is up to you to see that our downtown areas are kept from being strangled by the automobile; that our suburbs are consolidated and integrated before they swallow up more land and demand more miles of service and sewer pipe; that our agricultural land is kept for producing the food our growing population will need; that our resort areas and parks are kept and added to, to provide the place for that recreation which a shorter working week under greater pressure is going to make necessary.

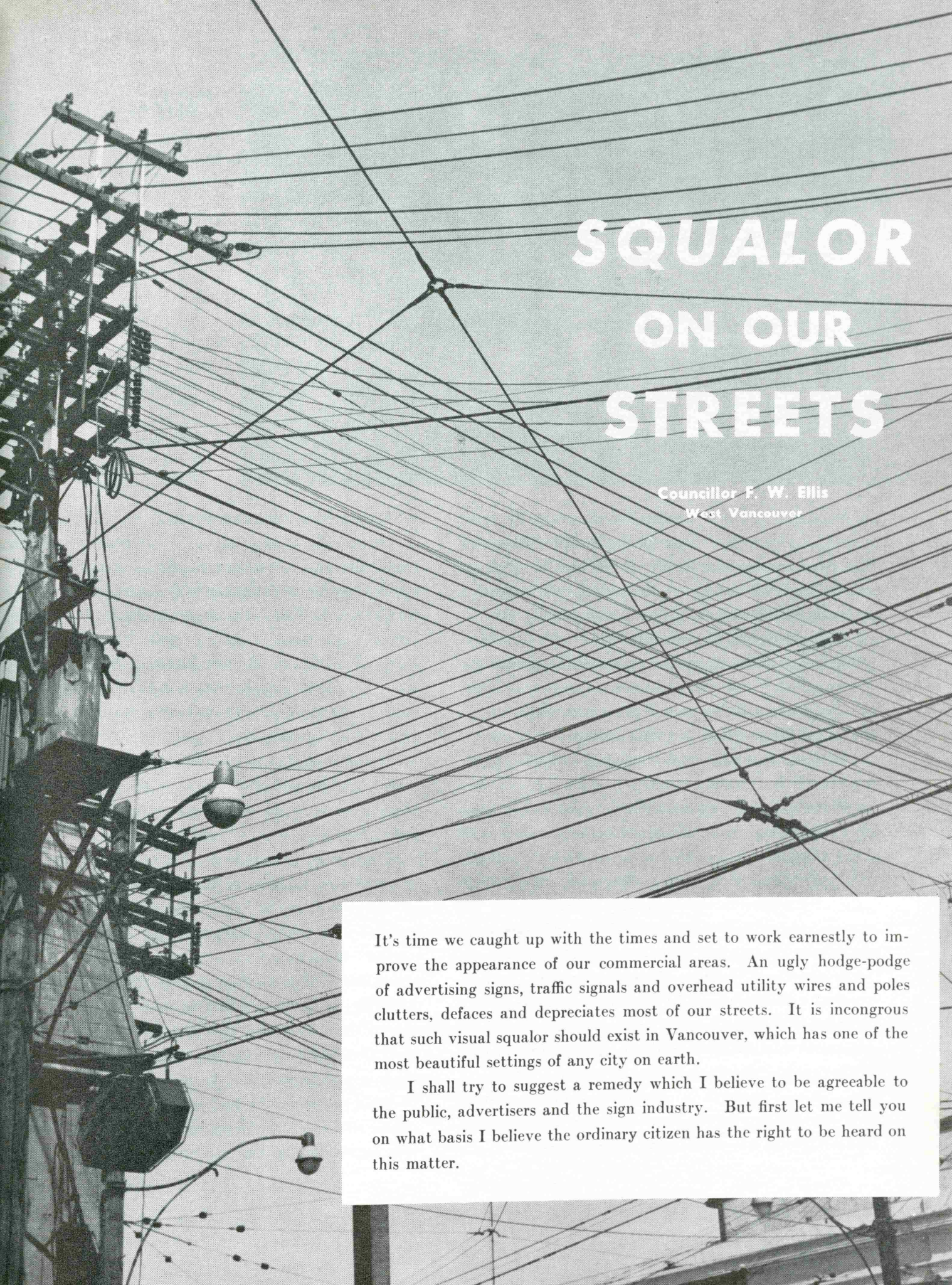
But only a dogged *determination* to stick to your principles, a *persistence* in seeking publicity to disseminate information and *constancy* against all attacks by interested and unprincipled persons and parties will let you get on with the job.

And why get on with the job?

Let me answer that, and end as I started, by telling a story:

> *In the Arctic, when the long nights come and the cold grows colder and the big winds whip snow-dust across the everlasting reach of the snow dunes and life grows less, then the wolves prowl, looking for food. Their hunger is a terrible thing. And anything that moves and is warm, in all that coldness, is their food. Hunger sharpens their sense of smell; they can catch the scent of blood carrying on the long wind, for miles around.*
>
> *But the Eskimos understand the wolves, and they have found a way to deal with them. They melt small patches of ice, then set the handles of their hunting knives down into the water, which quickly hardens to ice again around the handles, until they are set as firmly as if they were placed in concrete. The blade of the knife is all that is visible, its double edge honed to a razor sharpness. All about the ice fields, the Eskimos place their knives and tip them with the blood of the seal or walrus or even, for want of that, some of their own.*
>
> *And then they go home and wait.*
>
> *And the wolf packs, roaming miles away, catch the scent of this blood. They gather around these blades and, as they ravenously lick at the blood, their jowls drooling, it seems to them that they are lapping at a delicious, everlasting fountain. Faster and faster their tongues work, and the supply of blood grows, and greedily they gulp it down. Until, finally, they are exsanguinated, and the blood that has been so delicious is in their own bellies, and it is their own blood, and they have eaten themselves.*

The exploiters will always be ready to stick in the knife. You must be equally alert to break the blade and keep the wolves at bay — if only for their own good!



SQUALOR ON OUR STREETS

Councillor F. W. Ellis
West Vancouver

It's time we caught up with the times and set to work earnestly to improve the appearance of our commercial areas. An ugly hodge-podge of advertising signs, traffic signals and overhead utility wires and poles clutters, defaces and depreciates most of our streets. It is incongrous that such visual squalor should exist in Vancouver, which has one of the most beautiful settings of any city on earth.

I shall try to suggest a remedy which I believe to be agreeable to the public, advertisers and the sign industry. But first let me tell you on what basis I believe the ordinary citizen has the right to be heard on this matter.

BEFORE

Yonge Street, Toronto, north of the CPR tracks, on August 21, 1947.

Photo: Courtesy of the "Globe and Mail", Toronto.

Photo on page 7: Courtesy of the RAIC.

Not long ago I read a passage by Emerson, the great American philosopher, in which he described the view from his farm. He noted that all the land in sight was privately owned, yet no one had title to the landscape, which he conceived to be the public domain.

I submit that the landscape presented by a street is *public domain*. An oil company may privately own one corner, a hotel may privately own the opposite corner, the drug store and theatre and restaurant may all operate on private property, but the total view they present is public and should be in harmony with the public interest.

Utility poles and wires and traffic signs are no less a part of the view than commercial signs, and their total effect should be considered in the same context. If the total effect created by signs, wires and traffic signs is ugly, if it distracts and endangers us as we use the thoroughfare, if it depresses our spirits and causes us to dislike coming into the city — we should change it.

When visual squalor downtown causes sensitive people by the thousands to shop in the suburbs, where more attractive facilities are located, what can individual merchants and owners do to restore the value of their location? As the initiative of business declines in the area, and property values go down, and tax income falls off, what can the city or municipality do to maintain the tax income it needs to service these areas?

Is restrictive legislation the answer?

Historically, it has always been necessary to limit the irresistible urge we business men have to overshadow our competitors by building larger and larger signs.

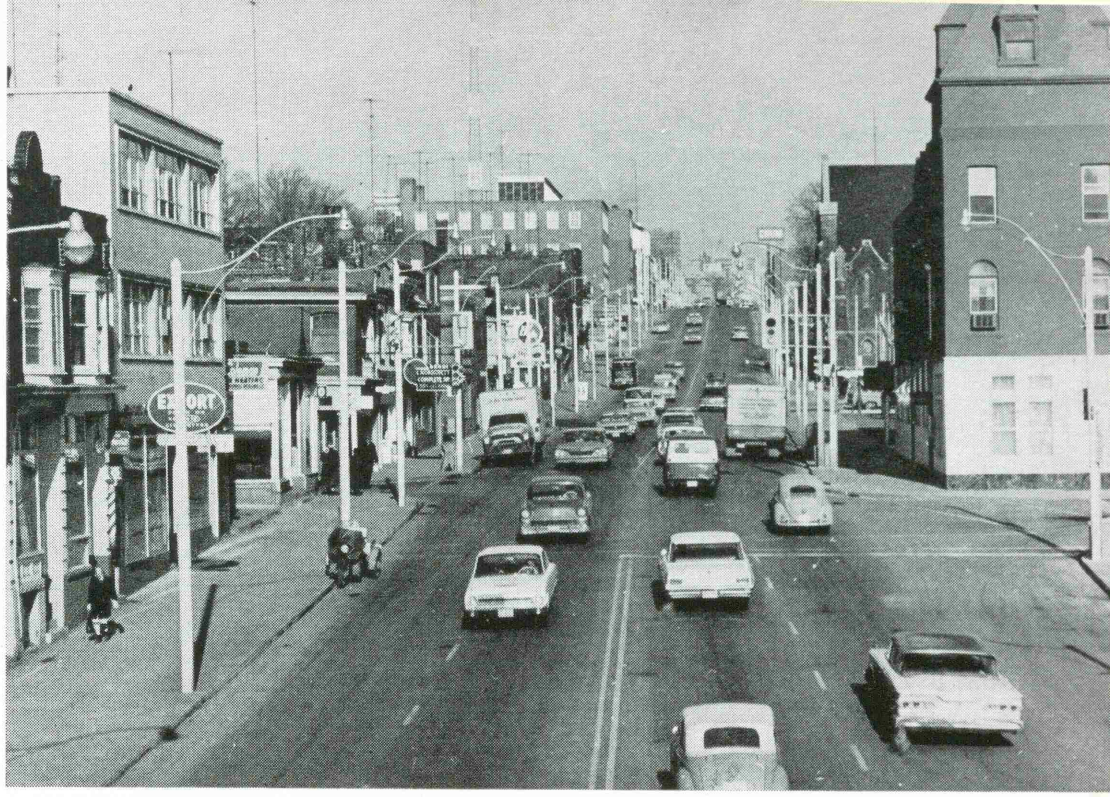
Charles II signed the first recorded Act restricting size and placement of signs in 1666. The second action occurred in France in 1669 when a Royal Order was issued prohibiting signs "which made the thoroughfare close in the daytime and prevented the light of lamps from spreading properly at night".

We have centuries of restrictive legislation, and yet a large part of most of our cities and towns presents a more cluttered and disturbing appearance than ever before in history.

While history records the failure of restrictive legislation, it also illuminates the central fact that signs are an essential means of business communication and cannot and should not be legislated out of existence.

Our efforts to control signs appear to have had the unfortunate effect of discouraging talent and responsibility in the sign industry. For centuries merchants employed the finest local artists and craftsmen to create signs that would please the public and bring both distinction and business to the merchant's premises. This does not appear to be the case today in the neon and plastic sign industry. What used to be a pursuit essentially for creative, artistic, sensitive people, seems now to

AFTER



Yonge Street on January 17, 1963. A considerable improvement was effected through the installation of underground wiring and the use of slender, concrete standards. Photo: Courtesy of the "Globe and Mail", Toronto.

be the province of the financier, the production man, and the salesman.

That the industry's aims appear to be low, is evidenced by this credo offered by Charles L. Wagner, a leading U. S. sign manufacturer in his book, THE STORY OF SIGNS.

If you would paint a sign or write it
Or get a signist to indite it
Don't think because 'tis understood
By men of sense 'tis therefore good,
But let your work so well be planned
That morons can't misunderstand.

Is it surprising that so much of the present output of the neon sign industry is blatant, ugly, loud and cheap? Is it any wonder that this industry is constantly in trouble with public bodies? It has underestimated its audience and committed the unpardonable sin of failing to stay abreast of changing public opinion.

It is not my purpose to show the sign industry in a bad light. Rather I wish to suggest that our efforts to *control* and *deny* this industry and its clients have not produced very satisfactory results so far.

And while we have been sending out electrical inspectors to control and deny the neon signs, the utility people and the traffic and safety people have gone about virtually unchecked stringing wires in the most economical way possible and slapping signs up on assorted poles with minimum consideration for the amenity of the streets. The result is visual chaos.

It is vital to Vancouver's development as a beautiful city, to our growing fame as a centre of education and artistic development, and to our tourist business, as well as to the daily enjoyment of our people, that the spread of visual squalor be stopped and replaced with attractive street "landscaping".

In my recent travels, I have been impressed with the improved appearance of Yonge Street in Toronto. This resulted from a new sign bylaw, agreed to by merchants and owners, which permits fascia signs of limited size only. People are so pleased with the "new look" of Yonge Street that special colored slides and postcards of the street have been issued and sold in substantial numbers to residents and tourists.

The Vancouver City Technical Planning Board has proposed that Burrard and Georgia Streets property surrounding the proposed Civic Square and sites in the West End apartment area facing public parks be designated as "amenity areas" in which similar limitations would be placed on signs. Implementation of this proposal would produce the same excellent effect and response enjoyed by the public, merchants and property owners of Yonge Street.

Vancouver's idea of creating "amenity areas" leads me to suggest a means of revitalizing and beautifying our

Is this your city? Actually, it was taken in Ottawa, looking south on Bank Street. *NCC Photo by Ted Grant.*

commercial areas in such a way as to meet rising public standards, improve the lot of the businessman, incorporate the vigour and skills of the sign industry, bury unsightly utility lines and poles and coordinate and position traffic signs properly.

To accomplish this, I suggest formation of a Street Amenity Commission, a board of seven laymen appointed for two-year terms by Council and charged with the responsibility of encouraging development of a specific programme of beautification of commercial areas throughout the city. This group would take the same interest in the amenity of city streets as the Park Board takes in the amenity of our parks.

The first move of the Street Amenity Commission in an area would be to secure a block by block "visual plan", drawn in perspective for each area selected for renewal. This plan might very well be submitted by a component of the sign industry, or may be secured from an independent consultant. The Street Amenity Commission requires a moderate budget for this purpose. The plan would show how the area *could* look if merchants, owners, sign manufacturers, utilities and the city departments united and coordinated their efforts to present a more attractive visual appearance. Its development would encourage new ideas in identifying business premises, street lighting, traffic and safety direction, landscaping, etc. The plan for each area would vary according to the needs and ingenuity of the people in the area.

When the plan has been accepted in principle by the Civic Amenity Commission, it would be submitted for approval or modification to the merchants, property owners and public in the area. On approval of a majority of the property owners, the plan would be submitted to Council for adoption as the official plan for the area. Merchants and property owners would agree to bring their premises, including signs, into general conformity with the plan within a five-year period. Costs of placing wiring underground, landscaping, etc., would be shared on a local improvement basis with the city.

Formation of such a commission would focus public attention on the values of improving the appearance of our commercial streets.

Instead of focusing narrowly on signs which are only one aspect of visual squalor in our streets, we would tackle the whole problem creatively and jointly with all interested parties.

The success of the Civic Trust in Norwich, England, and similar actions by progressive cities on this continent and in Europe indicates that we can keep our commercial areas alive, vigorous, and a pleasure to all concerned by creatively updating the streetscape.

In closing, may I respectfully suggest that the Civic Bureau consider the suggestion to form a Street Amenity Commission in Vancouver. If you think well of the idea, I hope you will support it before City Council, where your considerations are held in high regard.

(This article was adapted from a speech delivered before the Civic Bureau of the Vancouver Board of Trade.)

L'URBANISTE: UNE CREATURE OU UN CRÉATEUR?

La succursale de la Mauricie de l'ACU a tenu ses "Journées internationales du Film sur l'Urbanisme," les 8 et 9 février à Trois-Rivières. Deux des causeries prononcées lors de cette réunion importante, ont été publiées dans le dernier numéro de la "Revue". Ci-après la causerie prononcée au banquet par Monsieur Wogensky, ainsi que l'apport du groupe de discussion de Monsieur Bégin.

D'abord la terre, une sphère dans le champ de gravitation du soleil, une sphère dans la lumière du soleil, une sphère animée d'un double mouvement de rotation, un mouvement de rotation autour du soleil en un an, un mouvement de rotation sur elle-même, en 24 heures. Et cette double rotation, ce double cycle marque tout ce qui est sur terre. Sur terre il y a de l'air, de l'eau, de la terre, du feu et de cet air, de cette eau, de cette matière, de ce feu, de cette lumière du soleil est sortie la vie. La vie qui a pris deux grandes directions, d'une part les plantes, d'autre part les animaux dont nous sommes nous-mêmes, les hommes, et dans cette lumière du soleil et dans ce double cycle de rotation, c'est sur cette terre près de ces plantes, près de ces animaux que vivent les hommes.

Je crois que l'on n'insiste pas assez souvent sur l'importance de ce milieu cosmique, ce milieu cosmique c'est celui qui a imprimé la géographie de la terre, et la géographie de la terre c'est ce qui rend possible ou impossible notre vie, c'est ce qui lui offre des climats, des continents, où nous pouvons nous installer et ce double cycle et cette double rotation de la terre c'est ce qui nous permet de penser la durée, c'est ce qui nous permet de penser le temps, d'imaginer un écoulement qui soit autre qu'un déplacement dans l'espace, c'est ce qui nous permet de compter les heures, les mois, les années, c'est ce qui nous permet de nous donner un âge et c'est ce qui nous permet de penser la continuité de notre travail sur la terre.

Alors dans ce milieu géographique, dans ce milieu cosmique, les hommes s'installent, se répartissent sur le terrain, ils travaillent cette terre pour qu'elle produise la nourriture, puis ils se réunissent sur cette terre, il semble bien qu'ils tentent de se réunir toujours de plus en plus serrés les uns contre les autres, de plus en plus agglomérés dans des cités dont la densité semble bien augmenter malgré tous les efforts que l'on puisse faire pour essayer d'endiguer ce flot. Et c'est un effort perpétuel des hommes d'être plus proche les uns des autres, sans doute pour des raisons très complexes qu'il ne m'appartient pas d'analyser, mais qu'il faut constater et qui sont sans doute un des phénomènes en pleine croissance à notre époque. Mais ce qu'il convient de souligner c'est que cette organisation des hommes sur la terre n'est jamais finie. Ils construisent leur maison aux quatre angles d'un carrefour, d'autres les imitent, d'autres viennent mettre les maisons tout près parce que là où il y a des hommes, on peut trouver une clientèle, parce que là où il y a d'autres hommes, on peut aussi trouver tout ce dont on a besoin, parce que là où il y a des hommes, s'amorce ce phénomène de vie sociale, ce phénomène de vie en groupe, cette imbrication d'activités multiples variées, toujours de plus en plus différenciées, toujours de plus en plus spécialisées et qui est possible par cette vie collective.

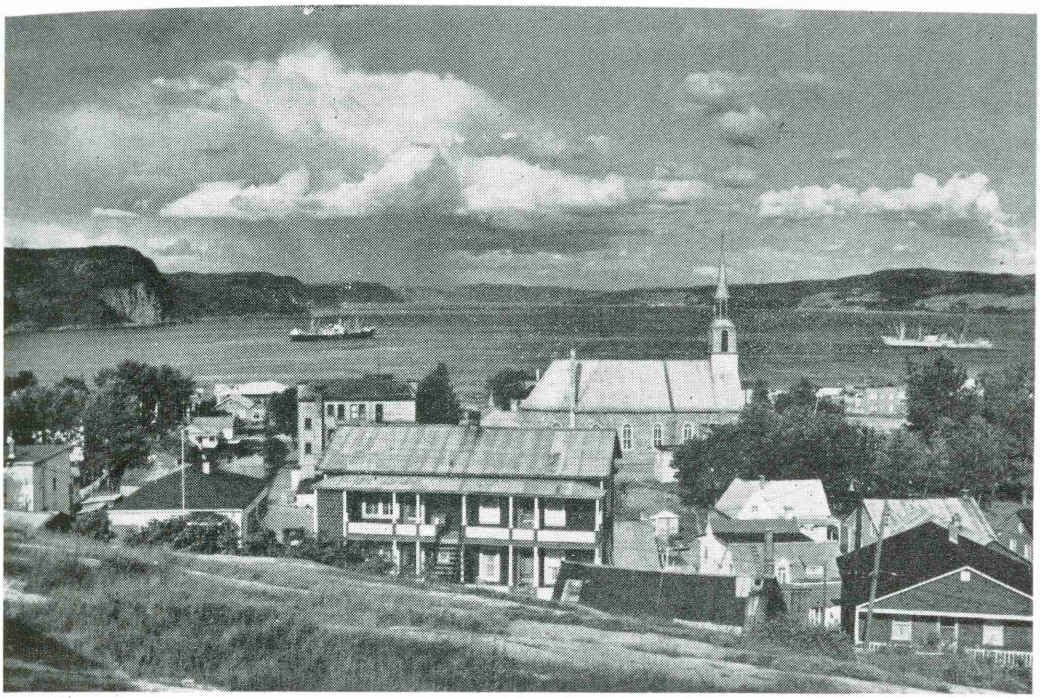
Mais ce que je voudrais souligner dès l'abord, c'est l'importance de ce phénomène d'organisation sur la terre, c'est son importance et sa continuité, c'est le fait que cette organisation n'est jamais finie, c'est un fait d'une très grande importance que les hommes n'en sont jamais satisfaits, de même qu'il ne sont jamais satisfaits de l'organisation même de leur maison, ils ne sont jamais satisfaits de l'organisation même de leur ville. C'est devenu pour moi l'un des aspects très important de notre métier d'architecte et d'urbaniste que de réaliser qu'il n'y aurait sans doute pas d'architecture, qu'il n'y aurait sans doute pas d'urbanisme si nous n'avions dans la tête, dans le coeur l'impérieux besoin de toujours mieux faire. Si nos ancêtres qui se sont abrités dans une caverne ou dans une hutte primitive, s'étaient contentés de cette caverne ou de cette hutte primitive, sans doute n'y aurait-il jamais eu d'architecture ou tout au moins l'architecture serait-elle mort-née. Si les hommes qui ont commencé de s'agglomérer en village, en petite ville, en grande cité, si ces hommes s'étaient contentés, ou s'ils se contentaient encore aujourd'hui, de cette organisation souvent spontanée, souvent le fait même des initiatives

privées, c'est-à-dire des intérêts privés, s'ils sont satisfaits, il n'y aurait pas d'urbanisme. Il n'y aurait qu'une sorte de désordre organisé tant bien que mal, spontanément, pour permettre un minimum d'existence, mais avec tous les inconvénients avec toute la charge que cela représente pour la société, et c'est bien le cas de toutes ces villes bâties sur d'anciennes structures, construites pour des vies qui étaient toutes différentes de la nôtre, pour une circulation prévue simplement pour l'homme ou le cheval, et dans laquelle tente de s'introduire aujourd'hui l'automobile. Si nous n'avions dans la tête et le coeur l'impérieux besoin de toujours mieux faire, une insatisfaction perpétuelle, il n'y aurait pas d'architecture, il n'y aurait pas d'urbanisme, car l'architecture et l'urbanisme sont précisément cet effort perpétuel d'organiser notre milieu physique pour qu'il puisse convenir toujours mieux à notre vie, à nos actes, à nos pensées et à notre perpétuel recherche du bonheur.

Mais ce que je voudrais souligner aussi, comme deuxième remarque, c'est que l'imbrication de cette vie sociale doit être vue non point comme étant faite d'une addition d'hommes mais d'une intégration d'hommes et je tente de m'expliquer:

Une famille c'est bien autre chose que l'addition d'un papa, d'une maman et d'enfants, une famille c'est bien autre chose que la somme de plusieurs individus, une famille c'est quelque chose qui est senti par chacun des membres de la famille comme étant une force, une sorte d'entité en soi, quelque chose que chacun des membres conçoit très bien, quelque chose qui dépend de chacun des membres car, le jour ou un des membres s'en va c'est la peine, le chagrin, et une première menace de destruction de la famille. Une société ce n'est pas une addition d'hommes, une addition d'individus, une société c'est un groupement qui ajoute quelque chose à la somme de ces individus. L'un des grands problèmes de l'urbanisme, peut-être le problème le plus important, peut-être aussi le plus difficile, c'est précisément de résoudre ce groupement des familles. Car la société est beaucoup plus qu'un groupement de familles, c'est en même temps un groupement de familles mais aussi un groupement de travailleurs. Il y a quelque chose qui lie les travailleurs qui ont le même travail, il y a quelque chose qui réunit par exemple, dans une totalité, dans une unité, par un lien qui est très bien ressenti des travailleurs d'une même usine ou dans un autre ordre d'idée, les enfants d'une même école. Il y a les groupements aussi, les groupements auxquels on participe d'une manière qui n'est pas imposée par le travail et la nécessité de gagner son existence, il y a les groupements sportifs qui nous réunissent de temps en temps, il y a un idéal commun qui peut conduire certains individus à se réunir comme par exemple une association d'urbanisme qui se réunit pour discuter de ses problèmes; cela c'est une imbrication de différente unité, de différente totalité et la société c'est le résultat de toute les imbrications. Je pense que l'on devrait plus souvent, lorsque l'on veut aborder les problèmes d'urbanisme, parler de cet aspect de la structure sociale qui ressemble à ce que l'on appelle leur physique par exemple, les formes organisées, les formes dynamiques. Il peut paraître paradoxal de ma part de vouloir comparer ce soir un groupe social par exemple à la manière dont se répartit l'électricité statique sur la surface d'une sphère, et pourtant c'est une comparaison qui est devenue fructueuse, pour moi. Sur la surface d'une sphère, l'électricité statique se répartit en fonction de la forme géométrique de la sphère, mais si l'on coupe un morceau de la sphère la répartition de l'électricité statique sur les deux calottes sphériques va être tout à fait différente de ce qu'elle était sur chacune des calottes sphériques lorsque celles-ci étaient encore réunies, collées l'une à l'autre pour former une sphère. Et si l'on découpe un trou dans la sphère la répartition de l'électricité statique à la surface se trouve un peu modifiée même au point qui se trouve diamétralement opposé à ce trou que l'on a percé. La vision, l'image que je me fais du groupe social que nous avons à travailler lorsque nous étudions un problème d'urbanisme c'est quelque chose d'un peu semblable, c'est quelque chose qui est une unité, une unité organisée, et organisée d'une manière dynamique parce que c'est une organisation qui est faite non pas de matière, mais de forces, de tensions internes, et de tensions internes qui se répartissent comme tout à l'heure dans mon exemple de la sphère, d'une manière telle que la modification même faite à un endroit se répercute sur la totalité.

Dans un groupe social chaque membre intervient pour que la société, la totalité, qu'elle est, soit ce qu'elle est, et la modification de chaque élément de cette totalité agit sur l'organisation même de cette totalité de même



A view of the Saguenay River at Bagotville, Quebec, one of the points to be seen during the post-Conference tour.

Une vue du Saguenay à Bagotville, Québec, un des sites à voir pendant la randonnée après la Conférence. *NFB Photo*

que l'organisation de cette unité totale et organisée influence l'organisation même de chacun de ces éléments.

Donc nous avons à travailler pour répartir et organiser une société sur le sol, nous avons à travailler une matière infiniment complexe et nos plans d'urbanisme, nos études d'urbanisme, doivent tenir compte de cet aspect. On m'a demandé parfois quel était mon avis sur le résultat de certains groupes d'habitations, notamment certains de ces grands ensembles qui ont été construits ces dernières années en France tout particulièrement autour de Paris, et dont certains des films qui vous ont été projetés vous ont montré quelques exemples. On a beaucoup discuté sur les résultats de ces grands groupes d'habitations, les uns les critiquant beaucoup, les autres essayant de les défendre, et les deux ayant souvent raison en ce sens que le problème se posant à une agglomération telle que Paris, nécessite que l'on construise des grands ensembles d'habitations où les hommes, les familles soient groupés avec une densité assez importante, et les autres ayant raison de critiquer ces grands ensembles parce qu'il semble bien qu'ils ne soient pas complets. Ayant lu beaucoup d'articles sur ce problème, ayant été interrogé plusieurs fois, j'en suis arrivé à penser que ceux de ces grands ensembles qui précisément laissent à désirer, dont les habitants mêmes ne sont pas toujours satisfaits, c'est précisément parce qu'ils ont été réalisés en faisant simplement une addition de familles, une addition de logements et non pas une intégration de ces logements dans une organisation totale unifiée qui soit quelque chose de plus, et quelque chose de plus fort qu'une simple addition.

C'est dans ce sens que nous avons longuement travaillé dans l'équipe dont j'avais la grande joie de faire partie sous la direction de Le Corbusier, c'est dans ce sens que Le Corbusier a essayé une forme d'intégration des logements dans une unité organisée qui est cette unité d'habitation dont vous avez vu tout à l'heure quelques photographies, unité d'habitation étant la première à être réalisee à Marseille, la deuxième à Nantes, la troisième à Berlin, et la quatrième à Briey en Lorraine près de Metz.

Il y a dans l'unité d'habitation pensée par Le Corbusier, le désir d'assurer d'abord la séparation des familles, l'isolement des familles puisqu'aussi bien il faut protéger aussi par l'habitation cette unité familiale, cette totalité qu'est la famille. Et c'est une chose qui est souvent mal comprise, c'est un point sur lequel nous avons été injustement critiqués lorsqu'on nous a accusés de réunir un trop gros nombre de familles et de créer une promiscuité. Nous répondons au contraire, puisqu'à la

base même de cette formule d'habitat, il y a le désir de placer chaque famille dans un logis qui soit protégé du voisin mais qui soit protégé du voisin d'une manière toute simple, toute logique en réalisant simplement les deux seules conditions qui soient nécessaires et qui sont suffisantes pour qu'un logis soit protégé et bien séparé du logis voisin. Car le logis n'est pas nécessairement séparé du logis voisin lorsque le logis voisin est dans une autre maison si cette maison est très proche et si cette maison est telle qu'on peut y voir les habitants et entendre les habitants et par conséquent en être vu et en être entendu. Tandis qu'au contraire si la manière dont on les rassemble les uns après des autres et les uns au-dessus des autres en pensant le groupement de l'habitation non plus seulement à deux dimensions mais à trois dimensions et si on les rassemble de telle manière que dans chaque logis on ne puisse pas voir et ne puisse pas entendre le voisin et que par conséquent on ne puisse pas en être vu ni entendu, on réalise les conditions qui sont telles que le voisin est très éloigné au sens moral du mot éloignement. Peu importe le fait qu'il est peut être de l'autre côté d'un mur de 10 cm ou d'un plafond de 20 cm, il est éloigné au sens moral. On est protégé et lorsque l'on est dans son habitation, lorsque l'habitation d'en face ne devrait se trouver qu'à 250 ou 300 m de distance, on est dans une cellule familiale qui réalise l'intégration de la famille et sa protection contra la promiscuité. Mais par contre coup et par le fait même que le groupement comporte un grand nombre de familles on réussit à concilier ce qui aurait pu paraître inconciliable c'est de réunir les avantages de cet isolement familial avec tous ceux d'une organisation collective, une organisation collective qui peut être très poussée en fournissant à proximité même des logements tous ces services, toute cette organisation qui leur est nécessaire: les écoles, les centres de commerces, les salles de réunions, les clubs pour la jeunesse, les maisons de jeunes, les maisons de culture et tout ce qui va faire que l'habitation ne sera pas seulement l'addition des maisons superposées les unes au-dessus des autres, mais qu'il y aura quelque chose qui physiquement leur donnera le lien, l'unité, en fera l'intégration en fera quelque chose qui représentera matériellement construit de matériaux inertes, l'imbrication même, la complexité même du groupe collectif et social que l'on aura à loger.

C'est aussi une idée que je voulais émettre parce qu'elle est devenue très impérieuse pour moi c'est que toute solution d'urbanisme est mauvaise si elle ne réussit pas à dépasser l'addition pour atteindre l'intégration. Enfin, il est un autre aspect du problème qui lui aussi me paraît de plus en plus important et auquel j'ai décidé de consacrer beaucoup d'efforts pour essayer de le clarifier non seulement lorsque je suis assis à ma table à dessin, mais lorsque je regarde vivre les hommes. C'est que cette organisation matérielle que nous apportons par notre travail d'urbaniste, cette organisation a précisément pour effet de rendre ce milieu physique, ce milieu matériel, ce milieu dans lequel nous vivons qui est de plus en plus éloigné de la nature et construit avec de la pierre, du béton, de l'acier, du verre, et bientôt des plastiques, le propre même de notre travail d'urbaniste c'est de faire que cette organisation soit telle que ce milieu matériel devienne actif et par actif, je veux dire qu'il ait une action sur le comportement des hommes. Les biologistes ont bien montré aujourd'hui que tout être vivant subit une action du milieu physique dans lequel il est placé et il est bien intéressant de lire dans les ouvrages de biologie ces exemples de répercussion que peut subir un organisme élémentaire, un organisme unicellulaire par exemple lorsqu'on le change de milieu. Certains animaux changent de couleur, certains animaux changent de forme, certains animaux subissent de profondes modifications organiques, lorsque l'on change les conditions extérieures de leur milieu physique. Pourquoi nous-mêmes, échapperions-nous à cette action du milieu matériel, du milieu physique de notre existence. Nous la subissons certainement, nous la subissons d'une manière dont je suis étonné que l'on n'ait pas pris encore suffisamment conscience et sur lequel si vous le permettez je voudrais dire encore quelque mots.

Il m'apparaît que la couleur, la forme, la qualité, la disposition de ce qui nous entoure nous influencent dans quelque milieu que nous évoluions. Si l'ambiance agit sur l'homme, si l'atmosphère dans laquelle il se meut provoque des réactions et des réactions différentes selon la nature de cette ambiance, de cette atmosphère, il en va de même pour un groupe d'hommes. L'individu isolé se comporte tout différemment s'il est intégré dans un groupe, et son attitude variera même selon l'importance du nombre d'unités composant le groupe. Ainsi en créant

le décor, l'atmosphère où vit l'homme, la famille, la société il est permis de favoriser leurs actions, leurs activités et il est permis de considérer la ville, la région, le pays et même un groupement de pays. Nos activités ce sont d'abord les gestes que nous faisons, les gestes que fait une dame dans sa cuisine lorsqu'elle prépare le repas familial, les mouvements de la famille à l'intérieur du logis et tout particulièrement cette activité de base de la famille à laquelle doit répondre le logis c'est la réunion familiale, c'est perpétuer le foyer familial même lorsque le feu a disparu, c'est faire que le logis soit encore de par son architecture un facteur d'unité entre les membres de la famille et sans doute y aurait-il beaucoup à dire sur de nombreux logements que l'on construit et qui sont au contraire souvent des facteurs de désintégration de la famille.

Et puis viennent les activités plus complexes : on pourrait les analyser par exemple comme font les économistes en pensant aux activités de production, aux activités de distribution. Pour nous il y a toute cette immense activité de production de société, production des usines, production dans les bureaux et il ne serait pas difficile, si l'on en avait le temps, de montrer quel est l'action considérable qu'à l'organisation même de l'agglomération sur ces différentes activités par exemple à la suite de la position des établissements industriels dans la géographie d'une ville, et dans le même rapport, la sociologie d'une ville a certainement une action sur l'activité même de ces usines et par conséquent sur la vie économique de cette agglomération. On pourrait prendre aussi d'autres exemples en pensant à tout ce que fait la société par rapport à la culture, et pour notre santé toute l'activité médicale d'une société. Il m'est arrivé d'étudier des problèmes hospitaliers et j'ai été étonné moi-même de voir que le résultat d'un travail avec des ingénieurs spécialisés en construction hospitalière avait permis à la fois de proposer des conditions de vie du malade à l'intérieur d'un hôpital qui, je le crois, du point de vue moral, constituaient un certain progrès et qui en même temps apportaient une diminution sensible du coût d'un malade au cours d'une journée de soins. C'est donc que l'organisation interne d'un hôpital a une action sur toute la vie de cet hôpital, tout particulièrement sur l'aspect financier qu'il pose et qui souvent est un aspect bien important. On pourrait montrer que la manière dont sont placées les écoles dans une agglomération va avoir une action considérable sur la vie des petits enfants qui vont aller tous les jours dans cette école et par conséquent sur l'éducation même de ces enfants, sur la prise de conscience qu'ils vont avoir de leur place dans la société et de la place de leur école dans leur société. On pourrait montrer aussi que tous les problèmes que posent les relations de la vie sociale subissent très étroitement, très directement l'action même de l'organisation de l'agglomération. Pensons par exemple à ce prodigieux problème de circulation qui se pose dans nos villes, dans une ville comme Paris dont je parle parce que c'est la ville que je connais le mieux, dans une ville comme Paris, le problème est insoluble sans un véritable urbanisme qui réorganiserait les structures même de la ville et les urbanistes ont montré que c'est parfaitement possible. Selon des statistiques de la préfecture de police de Paris, les automobilistes parisiens dépensent chaque année quelques milliards d'anciens francs en consommant de l'essence dans leurs moteurs qui tournent au ralenti lorsque leurs voitures sont arrêtées devant les feux rouges des carrefours. Si nous, urbanistes, proposons une structure urbaine dans laquelle la circulation ne nécessite plus de feu rouge, nous aurions fait un pas de plus, cela est possible avec une solution comme celle que, entr'autres, j'ai appelée la circulation tangentielle continue, solution applicable non seulement à des villes nouvelles mais même suivant certaines conditions à des villes existantes. Si l'on faisait un tel urbanisme et vous voyez que volontairement je ne cite qu'un petit exemple, qu'un petit aspect du problème, si l'on faisait un tel urbanisme on permettrait déjà à un groupe social important d'économiser plusieurs milliards par an en essence brûlée inutilement dans les carburateurs lorsque les voitures sont arrêtées.

Tout cela c'est un faisceau d'actions très compliquées, très imbriquées qui sont celles de l'urbanisme même sur toutes nos activités. Sans doute y a-t-il là tout un champ d'étude que je souhaite très fermement voir aborder par des gens de toutes disciplines car c'est un problème que les urbanistes ne peuvent pas, ne doivent pas prétendre résoudre seuls. Ils ont besoin pour cela d'économistes, de démographes, de sociologues, de spécialistes de toutes sortes. Mais enfin, après avoir parlé, si longuement que ce soit, de l'action de l'urbanisme sur la santé, sur l'ac-

tivité des hommes, on aurait encore bien peu fait et laissé derrière soi ce qui pour ma part me semble le plus important. Si nous essayons de protéger notre santé, si nous avons des activités de toutes sortes pour vivre, si nous travaillons n'est-ce pas finalement pour penser et lorsque j'aborde cette question, je ne peux jamais m'empêcher de retrouver à la surface de ma mémoire cette phrase de Nietszche : "Si ton destin est de penser voue-lui un culte divin". Sans doute est-ce un point de vue qui devrait être toujours écrit devant les yeux de l'urbaniste, c'est que si l'urbanisme à une action sur notre santé et nos activités, là peut-être encore bien plus forte, peut-être encore bien plus dramatique peut-être encore bien plus importante il a une action sur notre pensée. C'est aussi un problème difficile à traiter je l'avoue car, il semble bien que les connaissances actuelles, la psychologie actuelle n'ait pas encore abordé ce problème, ou très peu. On a sans doute commencer d'étudier l'action psycho-physiologique des couleurs, mais qu'est-ce que la couleur dans tout l'ensemble de l'organisation du milieu physique.

L'organisation du milieu physique, c'est d'abord la création d'enveloppes dans lesquelles vivent les hommes, d'enveloppes qui sont chaque fois à l'échelle d'abord de l'individu, puis de la famille, puis de tous ces différents groupes sociaux qui sont les sphères dont je parlais tout à l'heure. Sphères qui s'interpénètrent, sphères qui se contiennent l'une l'autre, sphères qui se trouvent toujours dans une sphère plus grande, formant chacune une unité, une totalité en soi, et chacune un élément, une totalité et une unité dont elle dépend et qui la dépasse. L'urbaniste crée des enveloppes, car une agglomération, une ville, un village, la manière dont les maisons, les constructions sont réparties sur le sol, cela crée une enveloppe morale pour la pensée des hommes, cela crée quelque chose de matériel qui devient perceptible par les yeux, dont nous prenons conscience et qui est comme une représentation sur la terre, sur le sol, dans l'espace de la structure même de notre société. Lorsque nous allons voir la ville, nous allons la regarder comme une sorte de grande enveloppe qui l'imite, qui enferme ce milieu, milieu dans lequel nous vivons, ce milieu dans lequel nous pensons. C'est une enveloppe à trois dimensions puisque c'est un espace, puisque c'est une enveloppe c'est un espace.

Réfléchissant à ces problèmes il m'est apparu sans doute la conception même de l'espace que l'on essaie d'apprendre aux enfants dans les écoles; elle était donnée d'abord par le spectacle qui est tous les jours devant le champ visuel d'un enfant, c'est-à-dire son logis, son école, sa ville; et comment les enfants de notre époque, comment les petits enfants qui grandissent aujourd-hui dans les vieilles villes de structure statique, comment vont-ils pouvoir un jour être préparés à penser cet espace dont nous parlent aujourd-hui les physiciens; espace relatif, dynamique et qui dépend du temps. Il faudrait, bien sûr c'est très difficile mais c'est tout de même un point de vue, un désir que nous devons avoir, il faudrait que nous réussissions nous architectes urbanistes à donner une image de l'espace qui soit celle de conception actuelle de l'espace que nous avons aujourd-hui. Il faut par conséquent que nous essayons d'imprégner notre urbanisme d'un dynamisme, d'un dynamisme qui soit l'image même des forces de la société, qui va en même temps, puisque ce sera un espace traversé de forces, qui va en même temps préparer à la conception, à l'image même à la représentation du temps. La représentation du temps va être écrite dans notre architecture et dans notre urbanisme comme tout à l'heure elle était écrite pour nous par le double mouvement de la terre. "L'espace traversé par le temps", c'est préparer notre pensée à toute une vision du monde, à un écoulement perpétuel, à quelque chose qui est toujours une naissance, une croissance puis une mort et l'architecture et l'urbanisme devraient réussir à être perpétuellement l'image d'une naissance, d'une croissance et d'une mort; et pour ma part j'arrive à cette conception de la beauté comme étant tout simplement le résultat de tout ce faisceau d'actions qui résultent de l'organisation, tout ce faisceau d'actions sur notre tête, sur notre cerveau, sur nos 14 milliards de cellules corticales, c'est-à-dire sur notre pensée. Je crois qu'il faut voir aujourd-hui l'architecture et l'urbanisme comme non pas faits de matière, mais faits d'énergie, et l'architecte et l'urbaniste lorsqu'ils sont dignes de ces beaux noms sont précisément ceux qui réussissent avec de la matière, avec de l'organisation physique, avec quelque chose construit sur le sol et dressé dans l'espace, ceux qui réussissent à charger cette matière d'énergie de manière à ce qu'elle ait une action sur nous et que cette action sur nous, nous soit salutaire. La beauté ce sera

lorsque recevant ce faisceau d'actions et ressentant qu'il nous fait du bien, nous extérioriserons notre sentiment par ce petit mot si bref, comme s'il était tout nu; "C'est beau".

Si nous disons c'est beau, c'est parce que le faisceau d'actions de l'architecture et de l'urbanisme est entré en concordance avec les aspirations mêmes de notre pensée. Et vous voyez qu'en même temps cette conception d'une architecture et d'un urbanisme actifs, ce désir de faire d'eux quelque chose qui ne soit pas fait de matière mais d'énergie conduit tout directement à une nouvelle conception de l'exercice même de notre métier, c'est que si l'urbanisme est actif il nécessite à la base un prodigieux effort de notre part pour connaître ces hommes sur lesquels nous allons avoir toutes ces actions. Il faut les connaître sous tous leurs aspects, il faut les connaître d'une connaissance qui ne doit pas rester livresque, théorique, mais d'une connaissance qui doit devenir si intime que tout à coup elle nous permette non plus de connaître mais de comprendre et qu'ensuite elle nous amène non plus à comprendre les hommes mais à les aimer. C'est une connaissance qui par la compréhension doit être poussée jusqu'à l'amour et, alors seulement, lorsque nous aimons les hommes de cette façon nous sommes capables, ayant reçu, ayant accumulé cette connaissance en nous-mêmes, nous sommes capables, ce phénomène encore inexpliqué, de faire rejaillir à l'extérieur de nous-mêmes notre création en disant voilà, voilà mon projet, voilà ce qu'il faut faire et je sais ce qu'il faut faire non pas seulement d'une manière rationnelle mais je sais ce qu'il faut faire parce que j'ai trouvé la solution par un acte de création qui est un acte d'amour. Ensuite il reste encore deux gestes que doive accomplir l'urbaniste, après s'être enfermé dans sa tour d'ivoire pour cet acte de création, il doit descendre sur la place publique pour l'action, l'action qui consiste maintenant à venir convaincre, car notre art d'architecte et d'urbanisme connait encore cette difficulté que nous ne pouvons le réaliser que lorsque nous réussissons à convaincre ceux qui vont décider de le matérialiser sur le sol. Il faut là se battre, il faut là agir, il faut parler, convaincre et puis lorsque nous avons réussi à convaincre, il nous reste un dernier geste, tout moral d'ailleurs mais sans doute bien souvent oublié par les urbanistes ou les architectes, c'est un geste qui consiste à donner ce que nous avons fait, c'est-à-dire, dire à ceux qui vont l'utiliser; "Voilà, j'ai travaillé, j'ai fait un effort, j'ai fait cette création, avec toute mon intelligence et tout mon coeur, maintenant elle est faite, je vous la donne, vous allez l'utiliser, vous allez en faire usage et peut-être que, comme vous allez en faire usage, vous allez l'user, mais elle est faite pour que vous l'usiez peut-être même pour que vous l'abimiez, mais cela ne fait rien puisque je l'ai faite pour vous".

C'est ainsi que je me fais l'image même de l'exercice de notre profession comme étant une sorte de perpétuelle oscillation entre un effort de connaissance et un effort de création, entre en effort de recevoir et un effort de donner, c'est que je crois que l'urbaniste comme tout artiste c'est celui qui réussit à quelques instants exceptionnels à réunir dans une même pensée une créature et un créateur.

La Malbaie, un point d'arrêt pendant la randonnée.
La Malbaie, one of the places to be visited during the Post-Conference tour.

Photo: Canadian Government Travel Bureau

LE CADRE ET LES OBJECTIFS DE LA PLANIFICATION

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L'intérêt croissant à travers la province de Québec au niveau local pour une organisation plus rationnelle du domaine bâti, l'orientation manifestée depuis quelques années par certains ministères du gouvernement provincial pour la planification, la création d'un institut d'urbanisme à l'Université de Montréal, de même que l'enthousiasme constaté pour ces deux journées de films sur l'urbanisme à travers le monde, ne peuvent faire autre que marquer pour plusieurs l'aboutissement d'un climat ou d'une attitude depuis longtemps attendu.

Les dix dernières années d'efforts ont contribué, je crois, à obtenir un endossement moral de l'urbanisme dans notre province; c'est pourquoi j'ai cru utile de discuter avec vous de certaines mesures nécessaires à la poursuite des phases ultérieures de ce mouvement. J'ai donc intitulé mes propos: "Le cadre et les objectifs de la planification, et certaines mesures d'ordre académique nécessaires pour en assurer le progrès".

Le cadre et les objectifs de la planification

Les politiques d'urbanisme à l'échelle locale sont insuffisantes si elles ne s'inscrivent pas dans le cadre d'une politique municipale d'ensemble. La même remarque s'applique à ces dernières, si elles ne font par partie de politiques d'aménagement physique et socio-économiques des régions où elles se trouvent.

Une politique d'urbanisme représente un secteur du champs d'action dévolu à un Conseil Municipal. Elle n'en est pas la totalité, loin de là, mais plutôt un des principaux instruments de réalisation des politiques municipales d'ensemble.

Cependant, quelles que soient les intentions ou les efforts d'un Conseil de Ville, il ne peut espérer apporter à lui seul des solutions à tous les problèmes de la cité. Car la ville est à la région ce que le quartier est à la ville. Et ce sont les virtualités qui donnent à la région son rôle et, à chaque ville qui la compose, sa vocation propre.

En l'absence d'exploitation rationnelle de ces virtualités ou d'une politique de planification, un conseil de ville se voit forcé par les circonstances de renverser le sens naturel des forces et de solutionner par l'intérieur des problèmes qui relèvent souvent de l'extérieur.

La région naturelle a été reconnue partout comme l'unité de base de la planification. Mais qu'entend-on au

juste par planification régionale? Est-ce la mise en vigueur de certaines mesures économiques sur une grande échelle ou encore l'application d'un vaste programme de construction ou d'aménagement physique? La planification régionale est une composante harmonieuse tirée des trois grands secteurs constituant le cadre de la vie de l'homme soit le social, l'économique et le physique.

L'expérience de la "Tennessee Valley Authority", de la "Volta" en Afrique Occidentale et bien d'autres semblables, a contribué à démontrer que la planification physique d'une région n'était pas suffisante en elle-même, et qu'elle laissait sans solution les problèmes sociaux et économiques. De même a-t-il été démontré avec assez de clarté, que la prospérité économique d'après-guerre n'entraînait pas nécessairement derrière elle une amélioration des conditions sociales et culturelles des populations.

La planification économique n'est, en somme, qu'un des moyens d'atteindre les objectifs de la planification sociale. Comme la planification sociale ne peut assurer ses buts sans une intervention calculée sur les leviers de l'économie. Elles sont interdépendantes l'une de l'autre, et chacune d'elles, pour se concrétiser, doit recourir à l'aménagement physique.

L'industrialisation suppose des améliorations économiques aussi bien que sociales pour la population. Mais pour la région et la ville, elle entraîne la construction de routes, de rues, de services édilitaires, de quartiers d'habitation, d'écoles, de parcs, d'institutions les plus variées. L'amélioration des conditions sociales engendrent en retour un élargissement de l'assiette fiscale et économique de la région et de la cité, et la mise en oeuvre de travaux d'aménagements physiques tels: la construction d'écoles, d'hôpitaux, d'institutions de culture, de logements, l'élimination des taudis, etc.

Comment alors, dans l'intérêt public ou même du citoyen pris individuellement, ne pas faire le lien effectif entre la région et la ville et les objectifs sociaux, économiques et physiques de l'aménagement?

Mon intention n'est pas ici de donner les grandes lignes d'une politique de planification régionale. Ce n'est pas là ma responsabilité. Cependant, je partage des préoccupations qui sont intimement liées aux questions dont je viens de faire allusion. Car il incombe à une institution comme l'Institut d'Urbanisme de l'Université de Montréal, en collaboration avec ses professeurs, d'étudier et d'explorer les multiples incidences de la planification, et aussi parce qu'il est important à ce moment-ci, d'organiser un enseignement spécifiquement préparé pour former les spécialistes qui, demain, seront appelés à contribuer à cette oeuvre vitale, complexe et délicate, mais combien grande, de l'édification d'un meilleur milieu de vie des collectivités.

En principe, il est relativement facile de démontrer l'impérieuse nécessité de la planification, voire même d'établir des schémas de politique d'aménagement physique conjugués avec des politiques sociales et économiques. Cependant, ces outils sont insuffisants pour une action efficace. Ils ne peuvent être le produit d'une hypothèse théorique mais plutôt le fruit d'un ensemble varié de faits retirés du milieu à qui il s'adresse.

Mais de quels renseignements s'agit-il, de quelle manière serviront-ils et dans quel optique les politiques seront-elles conçues.

Pietro Belluchi du "Massachusettes Institute of Technology" résume le problème dans un communiqué "sur la formation des urbanistes et des spécialistes de l'aménagement des régions" à Puerto-Rico en 1956, en disant: "Il me semble que chaque pays si petit soit-il, devrait s'efforcer de créer sa propre école dans le cadre de son enseignement supérieur, parce que le préalable est le même pour chaque pays; c'est une parfaite compréhension de son histoire, de sa culture et de ses institutions particulières qu'il s'est donné peu à peu et qui conviennent à son climat et à son peuple, héritier de traditions qui ne sont qu'à lui".

Si ces propos ont pour vous une signification et qu'ils traduisent les objectifs que nous nous faisons du sens véritable de la vie nouvelle que nous entendons insuffler aux régions et aux cités, par la planification, qu'elles sont alors les principaux jalons du programme que nous devons envisager pour faciliter la mise en oeuvre de ce processus?

Je résumerai par les quatre points suivants ce qui me paraît essentiel sur le plan académique:

1. Un solide programme d'enseignement de la planification
2. Une plus grande souplesse dans la composition des programmes universitaires, du moins dans les disciplines complémentaires à la planification;

3. La création de départements nouveaux et l'élargissement des programmes d'enseignement sur les sujets touchant la cité et la région;
4. L'intensification de la recherche fondamentale sur les problèmes soulevés par la planification.

L'enseignement de la planification

Les programmes d'enseignement sont, dans une certaine mesure, rattachés aux problèmes de recrutement. Or l'engagement de spécialistes nécessaires aux tâches de la planification posent en soi des problèmes assez sérieux, du moins plus difficiles à résoudre au Québec que dans les autres provinces du pays, à cause de la langue. Celles-ci peuvent toujours puiser à même le vaste marché américain ou à l'imposant réservoir britannique qui, à lui seul, a alimenté près de 60% de l'effectif des urbanistes du Canada. Quant au recrutement dans les pays francophones, il s'est avéré bien difficile, dû aux difficultés d'adaptation des candidats à des optiques et des méthodes différentes de planification, à l'abondance des travaux de ce genre présentement en cours dans ces pays, et à l'absence chez-nous de cadre et de politique opérationnelle de planification.

C'est pas conséquent sur place, par plusieurs moyens, et à des niveaux différents de l'enseignement qu'il faut organiser la formation des planificateurs et des techniciens des activités connexes.

Aussi afin d'assouplir le processus de la planification il serait grandement utile, je crois, que des cours conduisant à un diplôme, soient organisés dans les écoles de technologie, pour la formation des projeteurs, des enquêteurs, etc., nécessaires aux ateliers de planification, comme il en existe pour l'architecture, le génie. Les méthodes de travail et les moyens d'expression du planificateur lui sont propres. Ils requièrent des techniciens formés à ces fins.

Je ne me fais pas d'illusion cependant sur les difficultés que pourrait comporter le déploiement de l'enseignement dans ce secteur de l'éducation, mais je n'oublie pas non plus la complexité et le coût du retard apporté à la mise en oeuvre des politiques d'urbanisme ou d'aménagement du territoire occasionnés par l'insuffisance de techniciens compétents. Toutefois, c'est dans le cadre d'un enseignement professionnel qu'il faille concentrer l'effort.

Nous recevons annuellement à l'Institut d'Urbanisme des centaines de demandes de personnes de toutes les parties de la province, intéressées directement ou indirectement, par leur travail, à poursuivre des études de spécialisation, le soir ou l'été, en urbanisme ou en aménagement du territoire.

Il serait souhaitable qu'un programme d'enseignement de l'Urbanisme, donné le soir ou durant les vacances, soit organisé pour satisfaire aux désirs exprimés par ces personnes, mais aussi parce que nous savons combien les services que celles-ci pourraient rendre seraient précieux au bien collectif. Espérons qu'à ce sujet les problèmes d'ordre pratique, financier académique et pédagogique sauront trouver une solution rapide et satisfaisante.

Cependant, c'est dans un cours régulier à plein-temps qu'il faut constituer le ou les principaux noyaux de formation des étudiants de la discipline de la planification. Aussi, à cause de ses nombreuses relations avec les autres disciplines, cet enseignement doit se donner dans une grande université où se poursuivent des travaux de recherches, où se trouvent des départements bien organisés des disciplines complémentaires de la planification, et là aussi, où le climat académique permet l'organisation libre des échanges ou la composition des programmes d'enseignement propres à l'urbanisme et à l'aménagement du territoire.

Pour le moment, dans presque toutes les universités, l'urbanisme est enseigné au niveau des études supérieures, c'est-à-dire après le premier diplôme universitaire spécialisé, comme le baccalauréat en science, en architecture, en sociologie, etc. . . et conduit après deux années au diplôme de la maîtrise en urbanisme. C'est le programme présentement poursuivi à l'Institut d'Urbanisme de l'Université de Montréal et qui offrira, nous l'espérons, dans un avenir assez rapproché, les possibilités d'études en vue du doctorat.

La souplesse dans les programmes universitaires

Ceci m'amène à discuter du deuxième point des mesures académiques, soit celui de la souplesse dans la composition de certains programmes universitaires.

Un cours d'urbanisme, comme un cours de droit, d'architecture, etc. . . peut conduire, selon l'optique de l'enseignement et les besoins de la discipline, à plusieurs

variantes dans la formation. Il y a en urbanisme à ce sujet plusieurs écoles. Quelques-unes attachent une grande importance aux relations architecturales, tandis que d'autres mettent l'accent sur la sociologie, ou le génie civil. Pour ma part, je crois que ces attitudes se rendent à l'évidence d'une partie seulement du rôle véritable de l'urbaniste. La préparation des politiques de planification et leur mise en oeuvre nécessitent, à mon sens, deux types de spécialistes ayant chacun des rôles bien distincts et qui ne sont pas nécessairement interchangeables.

Ces deux types sont le "généraliste" et "l'instrumentiste". *Le premier* désigne le spécialiste des planifications globales urbaines, métropolitaines ou régionales; le *deuxième*, celui qui est responsable de la définition en détail des politiques instrumentales de mise en valeur des politiques globales comme, par exemple, les politiques de réaménagement urbain, de l'habitation, du transport et des communications, d'aménagement rural, etc. Le rôle de ce dernier est de première importance; cependant il ne peut à lui seul fournir l'outil qui fait présentement le plus défaut dans notre province, soit les politiques globales urbaines et régionales.

C'est là une des principales raisons qui a motivé le programme d'enseignement présentement en cours à l'Institut d'Urbanisme, et je crois que c'est dans la formation de ces spécialistes que doit être porté le plus gros effort de l'enseignement maintenant et dans le futur.

D'autre part, les programmes d'enseignement des "généralistes" devraient être assez souples pour permettre selon les besoins et les possibilités, l'insertion des cours nécessaires à la formation des spécialistes des politiques instrumentales.

Toutefois je ne prétends pas, que, après la mise en valeur des programmes d'enseignement voyant à former des spécialistes en planification globale et instrumentale, tous les problèmes techniques encourus par l'effectuation des politiques, soient résolus. N'oublions pas que le planificateur ne prépare pas de plan d'exécution, il prépare le cadre ou établit les données générales dans lesquelles s'inserreront les travaux d'aménagement physique ou autres, qui seront entrepris tant à l'échelle urbaine que régionale.

Car la facilité et le succès de la réalisation des politiques reposent également sur la compréhension des exécutants et sur leur habileté à saisir le sens des politiques souvent difficile à définir d'une manière explicite. Je crois qu'il serait hautement souhaitable que les programmes académiques dans les facultés concernées soient remaniés de façon à entraîner l'étudiant à saisir tout le rôle qu'il sera appelé à remplir dans le cadre des politiques de planification.

Les amendements devraient à mon sens porter sur deux aspects de la question. D'une part il y aurait avantage à entraîner l'élève à définir un problème et à trouver une solution dans le cadre d'une politique de planification, et d'autre part, lui apprendre à apporter avec aisance les connaissances particulières de sa discipline à l'élaboration des politiques de planification.

Il en résulterait pour la société, non seulement une oeuvre mieux consciencieusement préparée et mieux exécutée, mais aussi une compréhension mutuelle plus grande entre tous les artisans de l'oeuvre et l'élimination graduelle des barrières bien gardées et désuètes des "no man's land" entre les professions.

Création de départements nouveaux et élargissement des programmes d'enseignement universitaire

La mise en oeuvre du processus de planification aboutit à un implacable inventaire des ressources de la société. L'université n'échappe pas à cette règle, c'est d'elle qu'on attend une partie importante de la connaissance et du contingent des techniciens. Pour remplir ce rôle, nos universités devront élargir certains programmes d'enseignement et en créer de nouveaux dans des secteurs restés jusqu'ici inexplorés, mais pourtant utiles, non seulement pour la planification, mais aussi parce qu'ils circonscrivent des creux importants de la connaissance.

Et chose assez curieuse, ces creux sont précisément ceux qui concernent le plus les collectivités urbaines. Est-ce que le phénomène de l'urbanisation massive des populations de la province qui atteint aujourd'hui 74% de la population n'aurait pas encore intéressé à juste titre les milieux universitaires? A tout évènement, il n'existe pas, à ma connaissance, dans nos universités de départements dans les disciplines suivantes: sociologie urbaine et rurale, sciences administratives, finance publique, architecture-paysagiste, et des programmes de cours en économie foncière et immobilière, en économie urbaine et régionale, et en génie en circulation. La contribution de ces disciplines est de première importance.

Intensification de la recherche fondamentale sur les problèmes soulevés par la planification

Enfin le quatrième point du programme académique essentiel à la définition et à la mise en oeuvre des politiques de planification, si nous sommes disposés à comprendre celles-ci dans le contexte des objectifs que j'ai cités précédemment, c'est-à-dire, une planification efficacement et harmonieusement adoptée au milieu auquel elle s'adresse. Je veux parler de la recherche et du rôle fondamental qu'elle est appelée à jouer dans cette oeuvre.

Sur ce sujet, nous devons malheureusement constater la triste réalité d'un bilan académique assez déficient, tant sur le plan quantitatif que qualitatif.

Pourtant, la planification urbaine et régionale, comme nous venons de la laisser entendre, oblige l'urbaniste à un recours fréquent à une foule de connaissances nouvelles pures à établir des liaisons opérationnelles entre celles-ci et les politiques de planification. Un nombre considérable de travaux de ce genre ont été accomplis aux Etats-Unis surtout. Plusieurs peuvent évidemment nous servir, mais un trop grand nombre sont éloignés des conditions propres à notre milieu.

Ces recherches devraient, à mon sens, être orientées selon deux optiques différentes: l'une selon une écologie propre à l'urbanisme; l'autre selon l'écologie particulière aux disciplines complémentaires de la planification.

La méthode écologique de recherches a été à l'origine de l'urbanisme comme science. Elle a été introduite par le besoin de connaître les relations entre certains problèmes de la cité et les solutions à apporter.

C'est pourquoi la cité a été étudiée à partir de la région, que des connaissances sur l'économie, les populations, l'habitat, etc., sont des préalables à la préparation des politiques de planification.

C'est donc en définitive le produit de ces recherches qui sont les outils premiers du planificateur. C'est à partir de ceux-ci qu'il peut élaborer un langage factuel, distinguer les réseaux de liaisons et établir les rapports de forces ou de causes à effets.

A mon sens, l'avenir de l'urbanisme et de la plantification semble intimement liée à l'organisation et l'intensification de ces travaux de base.

Néanmoins, la recherche est aussi essentielle dans les disciplines-soeurs ou complémentaires de l'urbanisme. Il est significatif cependant de constater que cette préoccupation des relations entre les phénomènes n'est pas du seul ressort des urbanistes. C'est le Docteur Selye du Département de la Recherche en Médecine et Chirurgie Expérimentale de l'Université de Montréal, qui disait à Montréal le 23 janvier dernier: "A mon avis, la recherche ne doit pas s'attacher à scruter le tréfond d'un problème, mais plutôt à en saisir l'aspect écologique, c'est-à-dire, sa véritable insertion dans un ensemble de phénomènes qui sont connexes. La vérité en somme n'est jamais simple: elle est à la fois cause et conséquence d'autres vérités".

De nombreuses régions de la connaissance ont peu ou pas été explorées dans notre milieu. Il ne s'agirait ici que d'en énumérer quelques uns pour démontrer les lacunes et indiquer l'importance de la mise sur pied, non seulement d'un programme actif de recherches, mais aussi pour contribuer à créer une attitude constructive dans l'esprit des multiples chercheurs ou animateurs de la vie de la cité.

Je ne puis m'empêcher de penser à la contribution importante que pourraient apporter les architectes dans une recherche véritable d'une architecture civique propre à nos cités, nos quartiers d'habitations, inspirées des traditions, de la culture et du milieu géographique. Je pense aussi aux données qu'il serait utile de posséder sur les relations qui existent entre le mécanisme de l'économie foncière et urbaine et la formation de nos villes, aux incidences engendrées dans la géographie urbaine et régionale par les différents moyens de transports, aux problèmes de l'intégration du processus de la planification dans l'administration publique, à la nature des cellules sociales de base de planification urbaine, aux dispositifs légaux nécessaires à la planification régionale et urbaine, et à combien d'autres questions qu'il serait trop long d'énumérer.

Evidemment nous ne pouvons espérer pour demain la réalisation des points de ce programme que je viens d'ébaucher. Cependant ce qui me paraît essentiel pour le moment est que nous prenions conscience des véritables objectifs des politiques de planification, et de la nécessité de préparer les organismes, les outils et les techniciens essentiels à leur mise en oeuvre, afin d'espérer donner à l'homme dans la cité, dans la campagne, la véritable place qu'il est en droit d'occuper.

Moulin à vent à l'Ile aux Coudres
Windmill on l'Ile aux Coudres.

Photo: Office du Film, Province de Québec.

PLANNING THE COUNTRYSIDE

Norman Pearson
Planning Consultant, Hamilton

Rural planning is the neglected aspect of our town and country planning programme. In the process of becoming an urban society we have tended to forget that land is the basis of all human activity. We have become fascinated with the idea that our large metropolitan centres somehow exist independently of the countrysides around them; we have not yet defined the role of agriculture in a predominantly urban society; we have not even begun to establish a national policy in relation to resources, land or the countryside.

Our legislatures are still dominated by the institutions of an agricultural society. The assaults of under-represented cities upon the financial resources available, have combined with a misplaced attitude that individually people are free to use their land as they like—even if they produce inefficient cities, wrecked countrysides and severe social costs in the process—to produce a planning machine not securely based on real knowledge of land, resources, economics and people, not accepted as a regional process, and viewed as the enemy of the farmer. And yet, towns are set up by the countrysides to serve them better. Farmers know in their hearts that whatever forms of ownership and production dominate the scene, land is a trust from one generation to another; that a man who does not leave land in good heart and in better condition than he received it has failed his fellow men. People must eat; city dwellers need the wholesomeness of the countryside to re-create the spirit; country people need the atmosphere and the products and the services of the town, as they always did.

The problem is not to set town and country in opposition to each other, but to reconcile the demands and needs for land to the benefit of all—to have gracious and civilized towns in a healthy countryside. This is a task as old as society. We must develop a satisfactory rural planning programme; we must solve the exurban problem with something better than ribbon development; we must handle the agricultural revolution in terms better than the rural slum and the derelict, aged farmer, forgotten and neglected; we must handle the impact of

urban recreational demands with facilities better than spoiled shorelines and unimaginative, overcrowded parks run only for profit; we must retire marginal land with imagination, as part of a complete attack on the community problems resulting from a total change in economy; we must conserve our resources in a way better than the despoiled fruitlands and the unmarketable peaches of the Niagara fruit belt; we must solve the problem of urban expansion in terms better than the "urban shadow;" we must find the solution to the capital difficulties of farming in methods better than continuous subsidy and irrational grants systems. We need, in short, *a complete change in our attitudes and methods in relation to rural planning, based on knowledge of, and sympathy for, the people involved, and a respect for the land which maintains us all.*

Rural people can best plan rural land, but they need the support of good national and provincial policies in relation to land and resources. Urban society does not understand rural planning needs. With a fresh approach to their own objectives, the farmers can use the legislative power they now wield to guide the nation into good land and resources planning. Rural people should learn to use the machinery of planning. They should understand urban needs and the characteristics of metropolitan trends; they should try to educate urban people into a new attitude to the land.

Farmers share with town and country planners the idea that, whatever else it is, *land is basically a resource;* urban people usually think land is just another commodity. We all know that good land for certain purposes (whether for fruit, market gardening, recreation or factories) is limited; but we have bedazzled ourselves with the magic of a huge country, forgetting the stony acres on which so many pioneers struggled with stumps until the unequal battle ended in a reafforestation scheme or simply abandoning the farm. Many farmers close to urban areas have simply sold their heritage for a mess of septic tanks, throwing away their political control of a township council for the dubious advantages of another row of houses along the concession road, several mills on the tax rate, and the certainty of angry suburbanites on the township council wanting more services, less taxes, and fewer farmers running their affairs. In most of our counties, farmers are letting themselves be manoeuvred into the position of appearing as reactionaries, to the point where counties themselves are in peril as a form of government.

The typical attitudes in our economy assure us that all growth is good, so that it has not been easy for rural councils to face forms of agricultural and urban revolution with any chance of acting realistically. In a world where population pressures and land resources seem to point to dangerous margins, we should (until scientific advances prove us wrong) hold onto our best land and only sacrifice it where there is real benefit to be gained. But the national tariff and marketing policies, and the lack of a clear Provincial policy in relation to area planning and urban growth have made such intelligent conservation well nigh impossible.

The consistent ability of agriculture to produce more food from less land continually fascinates the urban dweller. But the rural people have not found it easy to deal with the rationalisation of uneconomic farm holdings, villages which have lost their basic function, and replanning and redeveloping regional areas where the changed economic base demands expert assistance in multi-purpose projects.

How many planners have concerned themselves or been able to concern themselves about such matters? How much assistance has there been? What of the displaced farmers in the older age group? Small wonder that many township councils out of common humanity have preferred premature subdivision and ribbon development to the virtual certainty that an old friend or neighbour and a respected pioneer family would otherwise be on relief or degraded in status in the eyes of the community. We have many ingenious devices for dealing with the derelict products, but not much sense of responsibility or direction in dealing with the human consequences of the agricultural revolution.

I have not yet seen any master plan in Canada which gives adequate attention to agriculture. No objectives are stated, and all too often land classed as "agricultural" is being treated as "land which is not yet fortunate enough to be urbanized, and where all change will be resisted." That is simply not good enough as a planning policy. In evolving a system of regional planning, I would like to see a realistic plan (based on a *money* plan) for the agricultural areas, clearly setting out the

policies to be pursued, the way the social, economic and physical problems will be tackled, and the means by which the area will achieve a satisfactory equilibrium. This is difficult enough in an urban-oriented society; but if it is not done, everyone will be in trouble. Somehow through the tangle of jurisdictions and the mass of policies which bear no relation to regional needs, *farmers must take the initiative* in establishing meaningful country planning based on knowledge of the land, the people and the marketing processes. Many trained "town and country planners" are aware of this need for teamwork and co-ordination.

But planning is for the planned, and it is best done by the planned, for they pay, they suffer or benefit, they know what is needed. The planner is simply there to help them to get it. If the ARDA programme has any meaning or effect, it will be through co-ordinated planning of rural areas by the rural people. We do not need the nostalgic urban image of the countryside as an idyllic scene with cows and the little red schoolhouse; we do need the image of the countryside adapting itself to a new role in a society which has dramatically evolved beyond the pioneer era into the complexities of industrialization. Agriculture, too, is an industry, and a very scientific and demanding one, where nature disgruntled can strike back dramatically and vividly, and with far more force than in the city. Farmers themselves must use the tools of social, economic and physical planning. Notwithstanding his fierce attachment to the land and to his individual freedom, a good farmer is himself a planner, and he understands the need for common action in the face of need.

What might an adequate rural planning programme entail? First, it would depend for its ultimate success on the steady development of a national land and resources policy to be expressed in new arrangements of programmes, taxes, grants and subsidies. It is my hope that the newly formed Canadian Council of Urban and Regional Research will work closely with the ARDA programme to establish objectives and research which will enable us to evolve a national policy towards land.

Our world responsibility and our responsibility to ourselves and our descendants is clearly that we should define and establish national policies which will give us a realistic economic framework for conserving the best land, for saving unique land resources, and for redeveloping our various regional agricultural systems. But it is not enough to preserve the best land: it must be maintained in good condition.

What is then needed is a steady attack on the problem of producing regional plans for agriculture. We need not examine all the techniques involved. Suffice it

(Ed. ARDA—Agricultural Rehabilitation and Development Administration, Canada Department of Agriculture.)

Chutes Montmorency. A sept milles de Québec la rivière Montmorency tombe d'une hauteur de 274 pieds dans le St.-Laurent.

Montmorency Falls. Seven miles from Quebec City the Montmorency River falls from a height of 274 feet into the St. Lawrence.

Photo: Canadian Government Travel Bureau.

to say that all plans should be based on detailed surveys clearly distinguishing desirable food production areas, excellent wild life and forestry areas; areas of outstanding beauty and recreational value; areas demanding special treatment since they are either unfit for habitation or cultivation but nevertheless individual and distinct; areas needed over a period for urban development and for the rural service centres.

It is one thing to prepare a plan—and what *is* a plan except a set of co-ordinated policies for people, land and money—but if a plan is to be put into effect there must be powers of purchase and of land management by some regional authority representing both urban and rural interests; there must be policies to eliminate land speculation and to ensure that taxation and assessment systems do not penalize good farming, and that when land is to be urbanized, it is urbanized rapidly. There must also be powers of land development, and of general resource development by effective technical groups responsible to an elected authority. These matters in detail will differ from region to region: what is basic is *co-ordinated resource planning.*

What essential principles should apply to any agricultural plan, regardless of the market condition?

i) Related systems which help maintain fertility regardless of changes in market or in cropping system; this should be the basic and dominant objective no matter what the present emergencies may seem to dictate to the contrary;

ii) Greater efforts in conservation work to stave off a potential water shortage in respect to future agricultural needs and to ensure that our water resources will be available when needed;

iii) Rational systems of taxation and land development control to set out the areas needed for urban growth and to ensure that cities use land economically, so that the good land is preserved against encroachment;

iv) Standards of management which will ensure that in each district farmers can reach and maintain the highest level; it may even be necessary to have emergency powers to remove bad farmers from control of their land, but the preferable course is to make it easy for the farmer to put his land to highest use;

v) District attacks on the question of getting the more rational units and the wider range of capital application and technical advice needed in contemporary farming, with schemes whereby individual rights can be preserved through a period of adjustment;

vi) More effort to assist farmers to reach higher standards of management, and means of ensuring that those who enter farming are qualified to farm;

vii) The essential difficulty in farming is always that of capital. An essential part of our planning for agricultural readjustment will be establishing ways of seeing that larger corporations—whether public or private or co-operative ventures—can get on with the process of revolutionizing land use, seeing that there is an adequate investment background to speed up the process, and seeing that the human consequences are sympathetically tackled.

In each region we need an approach which will set out the following items as part of a plan:

i) Areas of the best productive land which must be preserved.

ii) Areas needed for urban expansion and reserved for that purpose.

iii) Market programmes and schemes of regrouping and reorganization for farming systems.

iv) Village rehabilitation programmes based on the economic plan.

v) Long-term designation of holiday areas and the reserving of the recreational sites and facilities needed.

vi) Redevelopment programmes for dealing with the rural slum.

vii) Co-ordinated policies for resource development.

viii) Broad master plans for the expansion and development of the rural towns.

In planning our growth, we can no longer afford to neglect the countryside; our farmers can no longer afford to neglect planning. I recommend that the farm organizations, the universities and planning profession work closely together to get the research and action so urgently needed. Let us have real town and country planning.

(This article was adapted from a speech delivered to the Ontario Federation of Agriculture.)

AN AUDITORIUM FOR REGINA

Many communities across Canada are now considering the construction of an auditorium or other public meeting place in order to mark the 100th Anniversary of Confederation in a lasting manner. An essential first step in these projects is to assess the specific needs of the community for such a structure. A special committee of the Regina Branch of CPAC recently undertook such a study and the report is reproduced below as a guide to other areas. Further information on such projects can be obtained from the Canadian Centenary Council, 268 First Avenue, Ottawa.

The proposal to build an auditorium in Regina is not a new one. For many years now the idea has been revived periodically and on each occasion has excited a great deal of enthusiasm as well as opposition. In 1947 for example, a referendum on a money bylaw was actually held, asking the burgesses to approve the expenditure of $600,000 on an auditorium. The bylaw failed to get the necessary two-thirds majority although there were about 1,000 more votes in favour of it than against it. Records on the files of the Chamber of Commerce show that the question was a lively issue as far back as 1918.

Today, interest in an auditorium has been re-awakened by the fact that Canada's hundredth birthday will be celebrated in 1967 — less than four years away — and there is an urgent search for fitting ways to observe the occasion. Many people feel that the building of an auditorium in Regina would be an eminently suitable way to mark the centenary. An auditorium has dignity, it is a symbol of cultural achievement, it can be an enduring monument, and moreover it would fill a need in our civic life which according to the record has been sharply felt for at least forty years.

The Community Planning Council of Regina, which is a branch of the Community Planning Association of Canada, advocates the building of an auditorium in Regina as a centenary project, and has appointed this committee under the chairmanship of Mr. Justice M. A. MacPherson, to look into and report on the requirements of such an undertaking.

The committee first met on February 15, 1962. Since then a great deal of information has been gathered relating to auditoriums. Some of it was supplied by other cities out of their own experience with the construction of such a facility; some of it was gathered through personal visits by various members of the committee to communities in Canada and the United States where auditoriums have recently been built; some of it came out of discussions with people directly involved in the design, management, or use of auditoriums, and some of it was gathered from the replies to 450 copies of a questionnaire distributed to various organizations in the City of Regina.

The following is a summary of the findings of the committee. In submitting this report, the committee wishes to emphasize the fact that if an auditorium is to be built in time for the celebration of Canada's centenary in 1967, it is urgent that a start be made immediately, because even now there is barely sufficient time left for the planning and completion of such an undertaking. Mr. F. Lebensold, one of the principals in the firm of architects which designed the Queen Elizabeth Auditorium in Vancouver and the concert hall in the Place des Arts in Montreal, advises that it takes about 4 years to plan and build an auditorium:

Preparation of preliminary plans	*6 to 8 months*
Preparation of working drawings	*1 year to 1½ years*
Construction	*1 year to 1½ years*
Total time	*2½ to 3 years 8 months.*

This estimate assumes that the statement of needs has already been established, that specialist advice and consultants are available during the design period, and that there is no delay in getting approval from the client at all stages. It is obvious therefore that there is barely sufficient time left to complete an auditorium in Regina by 1967.

It is not the purpose of this report to provide the definitive blue-print for the construction of an auditorium in Regina. The committee believes that the details of planning and design should be decided at the time when the final architectural program is formulated and the sketches prepared. The purpose of this report is rather to examine four basic questions which inevitably arise whenever an auditorium is proposed, and to make recommendations on these questions, so that at least the broad outlines of the project will be clearly defined. The four questions are:

1. What kind of auditorium should Regina have?
2. Who should build and operate it?
3. What should be its seating capacity?
4. Where should it be located?

The Need for an Auditorium

Before examining these questions it might be relevant to consider first whether Regina needs an auditorium at all.

Unfortunately it is almost impossible to "prove" the need for an auditorium. The criteria involved are in large measure subjective, and a discussion of the "need" for such a facility inevitably becomes a discussion of personal preferences and values, rather than of objective data.

Nevertheless it is possible to produce a number of facts which will give some indication of the extent to which a new auditorium might be used.

At the present time there are about half a dozen auditoriums in the city which are most commonly used for theatrical shows and concerts. These are Darke Hall with a seating capacity of about 750, the Capitol Theatre with a capacity of 1,136, the auditoriums of four city High Schools each seating between 750 and 800, and the Exhibition auditorium which can accommodate about 1,800.

None of these auditoriums has stage facilities which are adequate for mounting a first-class performance although the backstage area of Darke Hall is now being renovated and extended so that greatly improved facilities will be available. Certainly none of these auditoriums has public circulation space, lounges, or refreshment facilities which would be considered adequate by any modern standards.

Meetings and conventions in Regina are held in the Trianon Ballroom, which can accommodate up to about 1,400 people, and the Hotel Saskatchewan which has recently been renovated and can now accommodate about 1,200. The Exhibition Stadium with a capacity of about 6,000 is used on special occasions for conventions as well as for performances where an unusually large audience is in attendance.

The Trianon was built about 40 years ago as a dance hall. Its facilities for other purposes are not ideal and it is used only because there is no suitable alternative accommodation for meetings of over 1,200 people.

In spite of the relatively inadequate accommodation offered by all of these halls, audiences of considerable size are regularly attracted to the events which take place in them.

In 1961 for example over 4,000 people attended a performance by the chorus and dancers of the Red Army, given in the Exhibition stadium. It was because of the appalling conditions of heat, humidity, poor acoustics, uncomfortable seats and generally primitive accommodation under which this concert was given, that there was, on the following day, a public outcry for a new auditorium. The Grand Old Opry show in 1961 attracted 2,700 people to the Exhibition Auditorium. The Johnny Cash Show also given in the Exhibition Auditorium attracted 2,500. Shows such as Brenda Lee, Jimmy Rogers, and the White Heather Concert drew about 1,700 people. The annual performance of the Canadian Players sponsored by the University Women's Club, usually given at the Capitol Theatre, is attended by an average audience of about 1,000.

From all of this information it may be concluded that the auditorium facilities now available in Regina are well used, even though they do not offer first rate accommodation for either the audience or the performers. It is not possible to say by how much patronage of the same performances would be increased if they were given in a first-class auditorium where attendance would be an exciting and pleasurable experience.

There is no doubt however that some increase could be expected. Moreover the mere presence of a first-class auditorium would in itself stimulate additional uses which would never have arisen had there been no auditorium available. This fact is borne out by the experience of every new auditorium which has been built in Canada.

For example, during 1961, the Queen Elizabeth Auditorium in Vancouver was used about 200 times. Eighty of these occasions were performances of local artists, such as theatrical groups, the Vancouver Symphony, etc., and were attended by an average audience of 2,200; while about 120 performances were by visiting artists, and were attended by an average of 2500 people per performance. Before the auditorium was built, most of the visiting performers would not have appeared in Vancouver, and the local artists would have had to play in inferior halls and to greatly reduced audiences.

Wherever auditoriums have been built in Canada, they have immeasurably enriched the life of their communities. Stratford, Calgary, Edmonton, Vancouver, have all enjoyed a vast increase in the frequency and variety of artistic activities because of their auditoriums, and the Place des Arts, now being constructed in Montreal will undoubtedly contribute to the further enjoyment of life in that metropolis.

The question of whether an auditorium is "needed" or not does not seem to be relevant. An auditorium is needed in the same way that anything is needed which enriches the individual's experience and is an adornment to the civic scene. The need for an auditorium in Regina can only be measured by the degree to which the people of Regina want such a facility and are prepared to support it.

An exterior view of the Queen Elizabeth Theatre, Vancouver. Architects: Affleck, Desbarats, Dimakopoulos, Lebensold, and Sise. Photo: Graham Warrington, Vancouver.

What Kind of Auditorium Should Regina Have?

Auditoriums are used for a great variety of events such as musical concerts, meetings, lectures, religious rallies, conventions, theatrical performances, trade fairs, exhibitions, sports, and so on. All of these however may be grouped into three basic categories:

1. Conventions, meetings, and exhibitions
2. Musical and theatrical performances
3. Sports.

The view is frequently held that it is possible to accommodate all of these functions in a single building designed with this "multi-purpose" role in mind. It should therefore be made quite clear at the outset of this discussion that each of these activities has its own special requirements of space, sound, and visibility, and accommodation which may be adequate for one, may be totally unacceptable for the other. It is simply not possible to design a single hall to provide for all of these various needs with complete success. While some measure of compromise can be achieved with a multi-use facility, one or more of its uses must fall short of satisfactory performance.

This fact must be borne in mind when deciding which of the various possible uses should be provided for in the design of the auditorium.

Conventions: The first question which must be answered in planning an auditorium for convention purposes is "what type and size of convention do you hope to attract?"

Conventions vary in size from quite modest affairs of a few hundred to vast congregations of 15,000 and more. However, information available indicates that the number of conventions held either in Canada or the United States which are attended by more than 3,500 delegates do not comprise more that eight or ten percent of all conventions held (although they might represent as much as 50% of the total attendance at all conventions). The occasional large convention is not as remunerative to the convention city as a steady flow of day-after-day moderate sized conventions.

The most serious limitation on the size of conventions which a city can attract is not the size of the convention hall so much as it is the number of good hotel rooms available for the delegates.

At the present time there are about 700 first-class rooms available in hotels and motels in the City of Regina. There are very strong indications that additional accommodation will be built in the near future inasmuch as a number of developers have indicated a serious interest in the construction of new hotels in the downtown area. And as Regina continues to grow, new hotel accommodation is to be expected.

It has been indicated by the developers interested in building a new downtown hotel that convention facilities for about 900 delegates would be included in any building they would erect. Convention facilities located in the same hotel as the delegates' rooms have an enormous advantage over those which require the delegates to travel back and forth between buildings. It seems therefore that in the very near future Regina will be well supplied with convention facilities for groups up to about 1,000.

In that case an auditorium would be used mainly by conventions of more than 1,000 delegates. The question then arises: how often would conventions of this size be held in Regina, and should this frequency of use be a major factor in determining the design of the auditorium?

The largest conventions held in Saskatchewan are the annual meetings of the Saskatchewan School Trustees Association with about 1,000 delegates, and the Saskatchewan Association of Rural Municipalities, with approximately the same number. These meetings are held in Regina and Saskatoon, usually on alternate years.

In the summer of 1962, the annual meeting of the Association of Kinsmen Clubs was held in Regina, for the first time since 1946. There were 934 officially registered delegates, and just over 1,000 people attended the main banquet. This convention was held at the Saskatchewan Building in the Exhibition Grounds.

Regina has been chosen as the location for the national convention of the New Democratic Party in 1963. This convention is attended by between 1,500 and 2000 delegates, and is held in Regina once in about every eight years. It is planned to use the Exhibition Stadium as the convention building simply because there is nothing else available to accommodate a group of this size.

Another large convention which is coming to Regina in 1963 is the meeting of the Western Canada District of Kiwanis International. There will be over 1,000 delegates attending this convention. It also comes to Regina only once in about every eight years.

The Lions International have a district meeting which is held in Regina every five years, and attracts over 1,000 delegates.

On the basis of these figures, the frequency of conventions of between 1,000 and 2,000 delegates is not very great. This conclusion seems to be borne out by the fact that the Queen Elizabeth Auditorium in Vancouver was used only twice for conventions in 1961; one of these had an attendance of 1,000 delegates, and the other had 1,500.

The main requirements which an auditorium must meet if it is to succeed as a convention centre are:

1. Sufficient seating space, depending on the size of convention which it is hoped to attract. Adequate provision should be made for the placing of microphones and sound amplification apparatus. Provision should also be made for film and slide projection, and closed circuit television.
2. Sufficient eating space. This is a most important consideration. The manager of the Queen Elizabeth Auditorium in Vancouver has advised that if delegates have to go out for all their meals there is a danger that the convention could break up before its full term. The eating area should therefore be large enough to seat most of the delegates and preferably all the delegates so that the formal convention banquet may be held in the convention building.
   Provision should be made for raising a head table about 14 inches off the floor.

3. A large area for exhibitions. This should be at least large enough to accommodate 65 or 75 8′ x 10′ exhibition booths. It should be well lighted and have ample electrical outlets for 110v and 200v equipment.
4. Smaller rooms for group meetings. There should be a variety of these with the possibility of enlarging the space by removing or folding back the partitions between them.
5. An office area for the convention executive.

The question of whether the auditorium should have a flat floor or a sloping floor is one which can be debated endlessly without a decisive answer. There is evidence to support the view that many conventions prefer a flat floor with the delegates seated at tables. However these in the main seem to be the smaller conventions. On the other hand, the auditoriums of Vancouver, Calgary and Edmonton all have sloping floors rather than flat floors and this has not in any way impaired their usefulness. In a letter to the committee the manager of the Jubilee Auditorium in Calgary stated "We have had very few conventions that required delegates to be seated at tables," and the manager of the Edmonton Auditorium wrote "We have held large conventions in the theatre which has a sloping floor and have had no complaints on that score."

It is of some significance that none of the major auditoriums built in Canada in recent years, or now under construction, has a flat floor. They are all of the concert hall type.

Lectures, meetings, religious and political rallies all have the same basic requirements as conventions, and there is no need for a special discussion of any of them. It is interesting to note however that there is a great demand for auditorium facilities for religious rallies. The managers of both of the Alberta auditoriums report that the demand is so great that they could keep their theatres almost continually occupied by religious meetings of one kind or another.

Musical and Theatrical Performances: Regina is fairly well supplied with auditoriums with a capacity of about 700 seats. Darke Hall, for example, seats 750 and with the completion of the enlargement and improvement of its backstage facilities, now under way, it should provide excellent accommodation for Little Theatre groups and similar kinds of theatrical interests. The auditoriums of Sheldon-Williams Collegiate and other High Schools also provide fairly good facilities for small performances and audiences.

There is no facility in Regina, however, which can accommodate professional theatre and other events which would draw audiences of between 1,000 and 2,000.

If an auditorium of adequate seating capacity were available in Regina, it is very possible that professional theatre could be persuaded to visit the city. With excellent auditoriums available in Edmonton and Calgary, and the construction of a similar facility under active consideration in Winnipeg, suitable auditoriums in Regina and Saskatoon would ensure that the whole of the prairie region would enjoy regular professonal theatre since they would complete the gap in the prairie circuit and companies could then travel from Winnipeg to the coast with stop-overs at economically spaced locations.

There are many kinds of musical and theatrical performances which an auditorium might be expected to accommodate. These range all the way from instrumental or vocal soloists to symphony orchestras and operas in the field of music, and from individual actors or dancers to performances of Shakespeare, in the field of the drama.

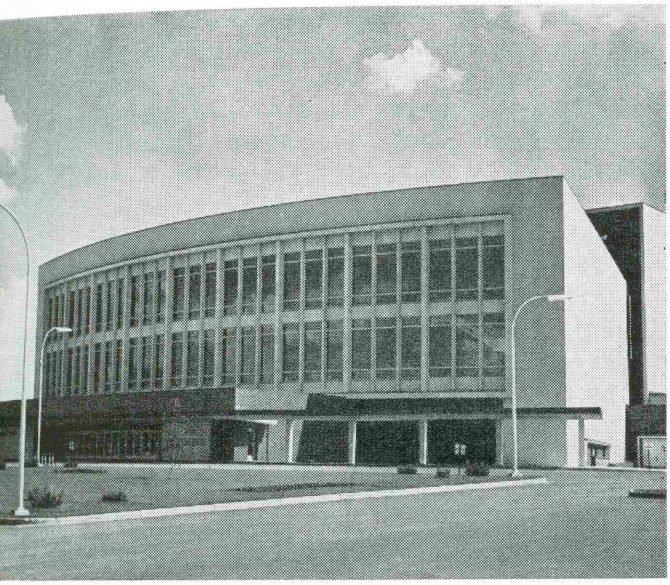
Each type of performance actually makes different demands upon the hall than do the others. Musical shows and operas, as well as dramas, normally require a stage with wings and a fly-loft, whereas a symphony orchestra performance would be better without a stage house because it creates acoustical difficulties for both orchestra and audience. For choral performances, many fine halls provide choir seats behind the orchestra.

These conflicting requirements fortunately are capable of reconciliation. Compromise solutions can be devised whereby a satisfactory standard of performance may be achieved for most types of musical performance in the same hall. One solution is the provision of a forestage in front of the proscenium arch which can be raised or lowered by mechanical means. For orchestral use the forestage is raised and a curtain of proper sound reflecting material is drawn across the proscenium arch. The forestage thus raised can also be used as an extension to the acting area in stage performances, or it can be lowered and used as the orchestra pit or additional seating space.

Many theatres do not have a stage house of a proscenium arch. The audience virtually surrounds the stage and changes of scene are effected through the skilful use of lighting and a minimum number of props and sets. The Festival Theatre at Stratford is of this type. Such an arrangement would presumably present less conflict with the requirements of a symphony concert than the conventional theatre with a stage house.

Professional road shows such as "My Fair Lady" find that it is economically impossible to perform in an auditorium of less than about 2,200 seats capacity. This is a far larger audience than would probably be attracted to the normal type of musical performance in Regina.

Moreover it is generally agreed that for optimum hearing and viewing of theatre, an auditorium should not exceed about 1,800 seats. Beyond this size the hall becomes too large, and the rear seats are too far back to permit the degree of intimacy between actor and audience which is necessary for good theatre. The gestures and expressions of the actors are the very substance of the show and must be clearly visible from every seat, just as his faintest whisper must be clearly audible. One of the greatest difficulties in the design of an auditorium is how to provide adequately for these variations in the size of the audience. Many auditoriums are designed so that the large hall can be subdivided by a moveable partition to provide a reduced capacity. Curtains may also be used to vary the size of the proscenium arch and the stage where these are provided. Such a solution would serve Regina's purposes. The technical problem of ensuring that the reduced space has both satisfactory acoustical properties and architectural proportions is one which lies within the architects' competence to solve.



The Northern Alberta Jubilee Auditorium in Edmonton. An identical building was also constructed in Calgary. Chief Architect: Ronald Clarke; Project Engineer Arnold Steinbrecher — Alberta Department of Public Works. Photo: Alberta Government.

The Regina Symphony Orchestra has at the present time curtailed its membership because of the lack of a suitable hall to accommodate a larger audience. The capacity of the hall now used by the orchestra is 750. This is inadequate, even for the present membership, and it has been suggested by the president of the organization that an auditorium with seating for about 2,000 persons will be required in the foreseeable future to accommodate attendance at the symphony concerts.

An auditorium which is to serve the needs of the Regina Symphony Orchestra should have a stage which will accommodate 100 musicians. There should also be a rehearsal room large enough to seat the entire orchestra and properly treated for acoustics.

In addition the symphony requires a business manager's office, a music library, storage space for instruments, lounges for the conductor and guest artists, and dressing room facilities.

The Lions Club support and encourage a number of musical bands as a continuing program and have indicated that they would welcome a suitable rehearsal room if one were available in a new auditorium.

A proper rehearsal room could serve all of these and many other users.

Sports: Some cities which have large arena-type auditoriums find that indoor sports are a significant source of revenue. Basketball is the most popular of these sports, but wrestling, boxing, and indoor track meets also draw substantial crowds. A flat floor is essential for the presentation of sports, and the seating capacity of these arenas usually runs from about 6,000 to 15,000.

It must be borne in mind that the cities where sports are an important use of the auditorium are generally much larger than Regina and can provide consistently large crowds for a variety of sporting events.

The most popular indoor sport in Regina is of course hockey. The Regina Pats draw regular crowds of up to 1,500 and for play-off games as many as 2,000 to 3,000. The Exhibition Stadium seems to meet the needs of hockey quite satisfactorily at the present time. Basketball does not draw a very large crowd, although a special attraction such as the Harlem Globe Trotters or the Luther Invitational Tournament can draw up to 1,000 spectators to the gym at either Luther or Campion College.

Other sporting events which can draw large enough crowds to make them economically feasible, such as wrestling, also use the Exhibition Stadium, as do the winter fairs and horse shows. It is not intended that the auditorium should attempt to replace the stadium for these functions.

The committee recommends that the auditorium be of the concert hall type, rather than the arena type with a flat floor. Details such as the provision of hydraulic lifting mechanisms for the stage and forestage, and provision for reducing the size of the seating space should be left to the final architectural program.

The committee also recommends that the needs of conventions be met by the provision of adequate dining space, kitchens, and other facilities as far as is economically possible. However, the committee feels that facilities for good musical and theatrical performances, and spacious and attractive lounges and public circulation areas should have priority over the special requirements of conventions and should not be sacrificed in the event that building funds are insufficient to provide all facilities.

Who Should Build and Operate the Auditorium?

The capital cost of an auditorium is very high. Edmonton's and Calgary's auditoriums, built from identical plans, cost $4,500,000 each. Vancouver's auditorium cost about $6,000,000. Moreover, very few auditoriums operate at a profit; on the contrary, most of them do not earn enough revenue to pay their operating costs. Edmonton's auditorium in 1961 had a deficit of $157,000 and Calgary's a deficit of $181,000.

It should be pointed out, however, that it is not the intention of any of these authorities that their auditoriums should operate at a profit. They are regarded as an important public service and expenses are not spared to make them as useful, comfortable and attractive as possible. In each case it is felt that the shows, conventions and tourists who have used or visited the auditoriums have not only added to the business of the City by more than their operating deficits, but have added immeasurably to the wealth of its cultural life.

The Queen Elizabeth Auditorium in Vancouver is owned by the City of Vancouver, and operated by a general manager with an advisory board who are responsible to the City Council. The Jubilee Auditoriums in Edmonton and Calgary are owned by the Province of Alberta. Each is run by a manager who is responsible to a management committee consisting of the Provincial Secretary, the Attorney General, and the Provincial Auditor. In Montreal, the auditorium in the Place des Arts will be built and operated by a corporation set up by a special

Act of the legislature. The corporation will be made up of twenty-one members initially, although the number may be increased to thirty-three. One third of the members will be appointed by the City of Montreal, one third by the Province of Quebec, and one third by the subscribers to the funds of the corporation. It is interesting to note that whereas the Government of Alberta bore the entire capital cost of the auditoriums in Edmonton and Calgary, and the City of Vancouver paid for the Queen Elizabeth Auditorium, the Quebec arrangements provide for raising part of the cost by public subscription.

It is obvious from the foregoing that, in view of the capital and operating costs, only government or an agency of government can contemplate the building and operating of an auditorium.

The City of Saskatoon has already taken the decision to build an auditorium, and has even gone so far as to make preliminary arrangements for financing part of the project. They are thinking in terms of a civic auditorium, owned and operated by the City.

Regina and Saskatoon face almost identical problems in undertaking the construction of an auditorium. They have almost the same population, and would therefore require the same size of auditorium, they could benefit from joint employment of technical consultants, they might even conceivably build identical auditoriums, from the same plans, and they would greatly benefit from the same measure of financial help from the senior governments. Moreover it seems fairly obvious that auditoriums in these cities would not serve their citizens alone, but would perform the role of cultural centre to a vast surrounding region. It is appropriate to think of Regina's auditorium as serving the whole of the southern part of the Province and Saskatoon's as serving the northern part. Because of their similar circumstances, and the prospect of mutual benefits, it is suggested that a joint committee be set up by the two cities whose task would be to pursue negotiations with the Provincial Government and the Saskatchewan Arts Board with a view to formulating recommendations on such matters as what size the auditoriums should be, who should own and operate them, how the building capital should be provided, how operating expenses should be met, and any other similar policy matters of basic and mutual concern.

This committee therefore respectfully recommends that the Mayor of the City of Regina and the Mayor of the City of Saskatoon each appoint no more than three members to a Joint Auditorium Committee of the Cities of Regina and Saskatoon; and this committee is prepared to remain in existence to assist the Joint Auditorium Committee, if requested.

What Should be the Auditorium's Seating Capacity?

The size of auditorium that should be built in Regina depends upon a number of factors. The type of use for which the auditorium is intended, and the size of audience which it is expected to attract are obviously important factors. A larger building will cost more to construct and equip than a smaller one; the cost of construction is therefore an important consideration in arriving at a decision on the seating capacity. Moreover since very few auditoriums operate at a profit, the operating costs must also be carefully considered.

It is of course difficult to predict how many Reginans would attend a given performance in a first-class auditorium, because there is no past experience upon which to base such an estimate. However audiences of over 1,000 have been attracted to such performances as the Red Army Chorus and Dancers, Johnny Cash, the White Heather Concert, and others which have already been indicated earlier in this report.

In the discussion of the use to which the auditorium might be put, it was indicated that the president of the Regina Symphony Society feels that they will require a hall with a seating capacity of 2,000 before many more years. It was also indicated that professional road shows such as "West Side Story" require an attendance of about 2,200 as an economic minimum for a performance. It seems reasonable to expect that Reginans will attend these and other similar events in such numbers, particularly as the City continues to grow in population.

On the other hand it is unlikely that every event which takes place in the auditorium will be attended by 2,000 or more people. Most events will probably attract considerably less than that number.

It would be a mistake to build a new auditorium designed to accommodate only the average size of audience expected, thereby making it useless for the larger or more important events, even if these occur only infrequently. Furthermore it would be a mistake to build an auditorium with a seating capacity appropriate to the City's population rather than one which would continue to be useful as the City continues to grow.

The committee believes that a seating capacity of about 2,000 would serve the City's needs for the foreseeable future.

However, because of the costs — both capital and operating — which are likely to be involved, it seems prudent that a more precise evaluation should be made of the size of auditorium best suited to Regina's needs. There are a number of consultant firms with specialized skill in making analyses of this type of problem.

The chairman and representatives from the committee discussed this matter with the Provincial Government and were advised that the Saskatchewan Arts Board would be pleased to work with the committee in framing the terms of reference for such a study, in Regina and Saskatoon, and would be prepared to contribute about $15,000 towards the cost of the combined study.

The committee therefore recommends that the Saskatchewan Arts Board be asked to assist in framing the terms of reference for a study to determine the most appropriate size of auditorium for Regina and Saskatoon, and that a firm of competent market analysts be employed to carry out the study.

Where Should the Auditorium be Built?

It is often argued that an auditorium should be located in the downtown area. Such a location, it is generally felt, has great advantages because it is accessible by public transit,

close to hotels for conventions, close to restaurants and places of entertainment and so on.

The only site at present available in the downtown area is Broad Street Park. This is the city block lying between Twelfth Avenue and Victoria; and Broad Street and Osler Street. There are other publicly owned sites downtown but they are already designated for other uses.

Broad Street Park is large enough to contain an auditorium. It is 520 feet long and 270 feet wide, and has an area of 3.22 acres. The Queen Elizabeth Auditorium in Vancouver is built on a smaller block, having an area of only 2.65 acres.

An auditorium in this location would be quite conveniently situated for easy access to the downtown hotels and restaurants.

There are however a number of disadvantages to this location. The most serious disadvantage is the lack of parking space. At the present time Broad Street Park is serving a useful purpose as a parking lot. If an Auditorium were located on this site, not only would the 288 parking spaces be lost but a demand for additional spaces would be created. It is recommended that parking spaces for auditoriums be provided at the rate of one space for every 4 or 5 seats. A 2,000 seat auditorium would therefore require between 400 and 500 parking spaces. This number of spaces would be very difficult to provide in a location suitable for the auditorium, to say nothing of the difficulty of finding replacements for the 288 present spaces which would be lost.

There is also some question as to whether the area surrounding Board Street Park would be a fitting environment for such a facility, and whether the building could be given the sort of setting which an auditorium properly deserves.

On the other hand, the site for an auditorium which has been designated in the plan for the Wascana Centre does offer such a setting. Moreover, the master plan of the Centre indicates ample parking space to serve the auditorium.

There are other possible sites which should be mentioned. One of these is the publicly owned land at Pasqua Street and Victoria Avenue. It has also been suggested that the auditorium be built in the civic centre area, on the site previously indicated for the new City Hall.

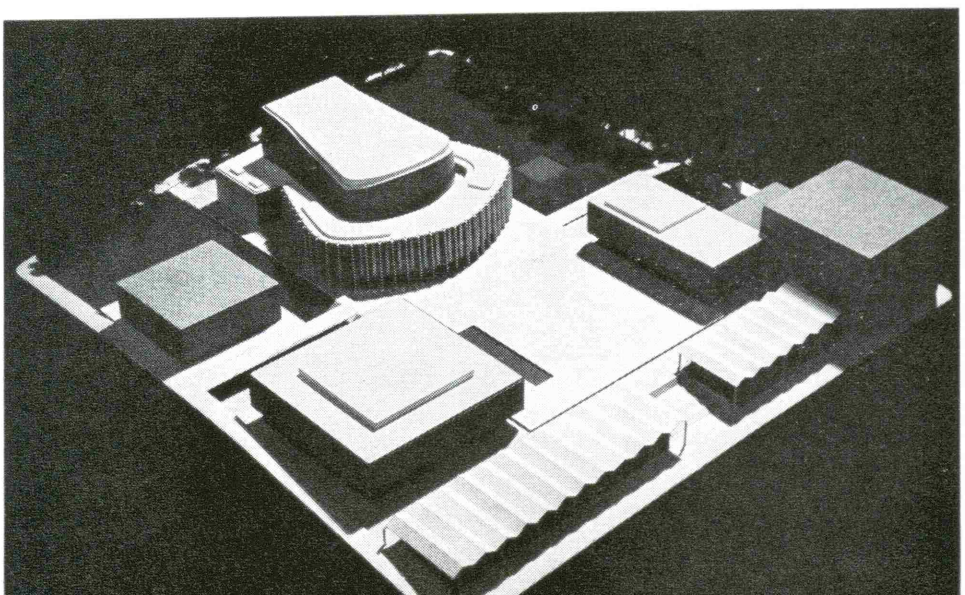
All of these suggestions have some merit. A final decision on the location of the auditorium however can only be made on the basis of a careful study of the whole question, which would have to give due consideration to the fact that the facility will serve not only the citizens of Regina itself, but virtually the whole of the southern part of the Province, and that access to the auditorium by out-of-town patrons, and their efficient dispersal after the performance is an important element in location.

The Committee therefore recommends that the firm of consultants employed to study the question of the most suitable size of auditorium, also be asked to make recommendations on the most suitable site.

Summary of Recommendations

This committee endorses the construction of an auditorium for Regina as a fitting way to mark the Centenary of Canada and the Diamond Jubilee of Saskatchewan. If such a project is undertaken then the committee recommends that:

1. The auditorium should be of the concert-hall type with a sloping floor rather than the arena type with a flat floor. It should have spacious and attractive public lounges and circulation areas, and the requirements of conventions should be met as far as possible including the provision of adequate kitchen and dining facilities. However if funds are not available for all facilities the needs of good theatrical and musical performances and of attractive public circulation areas should have priority.
2. The capacity of the auditorium should be around 2,000 seats. However a market study should be made by competent analysts to determine more precisely the most suitable size of auditorium for Regina. A joint committee should be established by the Cities of Regina and Saskatoon, one of whose tasks would be to work with the Saskatchewan Arts Board to set up the terms of reference for such a study, and to employ the consultants to carry it out.
3. The Joint Committee referred to in item 2 above should also study the whole question of ownership and operation of the auditorium including the question of how the capital is to be raised, and how the operating costs are to be met.
4. The question of the most suitable location for the auditorium should be considered as part of the study to be undertaken by the consultants referred to in item 2.
5. If the project is to be undertaken, it is most important that a start be made immediately in order that it may be completed by 1967.



Model of the original Master Plan for the Place des Arts in Montreal.

Affleck, Desbarats, Dimakopoulos, Lebensold and Sise — architects for "La grande Salle". Model by Norman Slater.

news

CROSS CANADA TOUR OF NATIONAL DIRECTOR

Major-General M. L. Brennan, national director of CPAC, recently crossed Canada visiting our Divisions and meeting various officials who are interested in furthering the work of our Association.

Quebec

In February, General Brennan went to Three Rivers to attend the Quebec Division's very successful International Film Festival, reported in our last issue. At the beginning of April he went to Quebec City to make further plans for the 1963 National Planning Conference, and then proceeded on a tour of the Maritimes.

Nova Scotia

In Halifax a meeting was held with the Executive of the Nova Scotia Division at which methods of increasing CPAC's effectiveness in the rest of the Province were discussed. At this point, the National Director's plans to visit Newfoundland had to be cancelled due to bad weather.

Prince Edward Island

In Charlottetown, General Brennan met with Mr. David Stewart, Minister of Municipal Affairs, Mr. Walter E. Cox, Deputy Mayor of Charlottetown, Col. Frank Storey, Chairman of the steering committee forming a Division of CPAC in the Province, and Mr. Walter de Silva, Provincial Planning Officer. Progress towards the formation of this new Division is continuing.

New Brunswick

Continuing to Saint John, the National Director met Mr. Murray Zides, director of the Town Planning Commission of Metropolitan Saint John, and Dr. Peters, his Chairman, to explore the possibility of forming a Division of CPAC in New Brunswick. Work is now underway in this regard.

ASPO Conference

The National Director went to Seattle on May 5th to attend the annual conference of the American Society of Planning Officials. He was Chairman of a panel entitled "Opportunity for Community Relations" in which the participants were Mr. Aaron Levine, Executive Vice-President of the Oahu Development Conference in Honolulu and former Executive Director of the Citizens' Council on City Planning in Philadelphia, and Frederick H. Bair, Jr., Consultant on planning and economic development and Editor and Publisher of "Florida Planning and Development".

British Columbia

Following the ASPO Conference, General Brennan visited Vancouver and attended a luncheon meeting with the Executive of our B.C. Division. This Division has been devoting considerable attention to park areas throughout the Province and has assisted in the formation of an Association called "Save Our Park Land". For the ninth consecutive year the "Short Course on Community Planning" was held at the University of British Columbia from May 13-18. The following subjects were considered on the programme:

Planning as an integrated approach to the use of land;
The motor vehicle and land development—a modern challenge;
The critical eye on where the building meets the car;
The impact of the motor vehicle;
The motor vehicle and traffic control;
The parked vehicle;
People, activities and Form;
Comprehensive planning in the town centres;
The neighbourhood;
Planning for people in provincial, and municipal parks;
Roads and land use on the urban-rural fringe;
The regional framework;
The urban framework.

Alberta

The Annual General Meeting of the Alberta Division was held in Red Deer on May 14th and the National Director addressed the gathering. The meeting was attended by over 75 people, some of whom had driven from points 100 miles away. The mayors of several municipalities and members of town and city councils were also present. The meeting learned with regret of the resignation of Mrs. C. R. Wood who has served as Chairman of the Division for many years. Mrs. Wood's duties as the Member of the Provincial Legislature for Stoney Plain require her full time. She will be greatly missed by her Division.

Saskatchewan

Mr. C. W. Pool, new Chairman of the Saskatchewan Division, met the national director in Regina and drove him to Saskatoon for an Executive meeting. The Committee approved the hiring of an Executive Director for the Division and plans were discussed for a membership drive in the larger centres of the Province. A committee is also being formed to consider the formation of a Branch in Saskatoon.

Manitoba

Arriving in Winnipeg on May 17, General Brennan met the Manitoba Division Chairman, Mr. Morley Blankstein, and the new Executive Director, Mrs. Elizabeth Lord. He attended a press conference arranged by the Executive Director and, as a result, CPAC received considerable publicity in both Winnipeg papers. A luncheon meeting with the Executive Committee followed and General Brennan later accom-

panied a divisional delegation to the office of the Hon. Gurney Evans, Minister of Industry and Commerce, who is responsible for planning in the Province. Activity in this Division has increased markedly and committees are now at work on several subjects including Membership, Programme, Floodway Recreation, Housing, the 1967 Centenary of Confederation and the Pan-American games being held in Winnipeg that year.

Membership Involvement

On his return to Ottawa the National Director said: "I was very glad to be able to visit the Western Divisions around the time of their Annual Meetings and while they were making plans for the coming year. For the past few years we have concentrated on membership drives and Branch development. I hope that these will continue, but I would like to suggest a special objective for the coming year—*greater membership involvement.*

"Last year, about 1,100 people became members of CPAC for the first time. What has happened to them during the year? From a national point of view they started to receive the Community Planning Review and other notices sent to the entire membership from time to time. I have no doubt that they also received mimeographed notices of public meetings held by their Division and their Branch and, in some Divisions, they also received a Divisional Newsletter. But, is this enough? Have these new members become really involved in the work of CPAC? They were interested enough in our activities to take out a membership, but have they had the chance to make a real contribution to our work?

"We must guard against the danger of looking on a new member as simply a source of funds—however important that may be. He must be brought right into the activities of CPAC by serving on our committees and taking part in our programmes. Only then can he really get to know our organization and make his own contribution to our work.

"We are all inclined to appoint to our committes people who have worked with us before. But this is a rather short-sighted policy. If we allow new members to become bored through inactivity we will lose them, and we run the danger of turning ourselves into a sterile clique which accomplishes less and less each year. With this large number of new members, we have a marvellous opportunity to bring fresh ideas and new enthusiasm to our work. Let us take advantage of it in the coming year."

The International Conference Chapter of the National Association of Housing and Redevelopment Officals met in Ottawa on May 23 and 24. The National Director chaired a panel entitled "Citizen Participation – Fact or Fantasy". In the photograph, from left to right: Mr. Charles Baressi, Professor at Rosary Hill College, Buffalo, N.Y., Mr. George McCulloch, Commissioner, Department of Urban Improvement, Syracuse, N.Y., Major-General M. L. Brennan, National Director of CPAC, and Mr. L. Kumove of the Social Planning Council of Metropolitan Toronto. A further participant was Michel Chevalier, Councillor-at-large, CPAC, Montreal—CMHC Photo.

books

CONFERENCE ACROSS A CONTINENT
An account of H.R.H. The Duke of Edinburgh's Second Commonwealth Study Conference on the Human Consequences of the Changing Industrial Environment in the Commonwealth and Empire, Canada, May 13-June 6, 1962
Published by the Macmillan Company of Canada Limited. $5.00.
Conference proceedings usually make fairly informative but rather dull reading. This book is an exception. The proceedings have been assembled with the same imagination and ingenuity that went into the planning of the Conference itself.

The Duke of Edinburgh, who was the President of the Conference, stated its purpose as follows: "For generations communities have simply grown and developed naturally or remained static, but since the advent of industry as the main wealth-producing element in human existence, man has had to create communities and to plan their development. The purpose of this Conference is simply to help some of the people who might one day have this responsibility for planning and developing these communities . . ."

This is not a bare record of the proceedings, but a narrative account of the way the members lived, worked, travelled across Canada and exchanged ideas, together with comments from Canadians who met or entertained them. The major speeches and extracts from Conference papers are worked into the narrative. It is a documentation of a unique occasion, of interest and value to the widest public.

CENTURY 21
The Story of the Seattle World's Fair, 1962
By Murray Morgan, with special photography by Steven C. Wilson
Published by Acme Press, Seattle, Washington and distributed by University of Washington Press, Seattle 5, Washington, U.S.A. $12.50.
A fully illustrated record of the planning and results of the Seattle World's Fair. The photographs are excellent; the text contains much sobering information—e.g. Planning for this Fair began in 1955 and, although it was originally hoped to hold the Fair in 1959, it was not until 1962 that it was opened.

NORTH ATLANTIC POLICY—THE AGRICULTURAL GAP
By John O. Coppock (Cloth cover $4.00; Paper cover $2.25)

FARMS AND FARMERS IN AN URBAN AGE
By Edward Higbee (Cloth cover $3.00; Paper cover $1.45)
Both published by The Twentieth Century Fund, 41 East 70th Street, New York 21
These are two very interesting studies of important agricultural issues. Mr. Coppock holds that "to jeopardize European unity and greater Atlantic integration, even to slow its arrival, by disagreement over agricultural policies is an act of political irresponsibility." He concludes: "It is the duty of the West to proffer its assistance to a hungry underdeveloped world in a manner which will promote, not stultify, the most important existing industry—agriculture—in nearly every one of the underdeveloped areas. It is not surplus foods grown in the West under economically dubious farm policies that the industrialized countries—if they are truly interested in the hungry people of the world—must send, but rather some 'surplus' science . . . techniques . . . knowledge . . . and equipment."
Professor Higbee, author of THE SQUEEZE: CITIES WITHOUT SPACE, looks at farming in relation to our urban society and says that federal price support programmes are too costly, fail in their purpose and should be abandoned in favor of the free market.

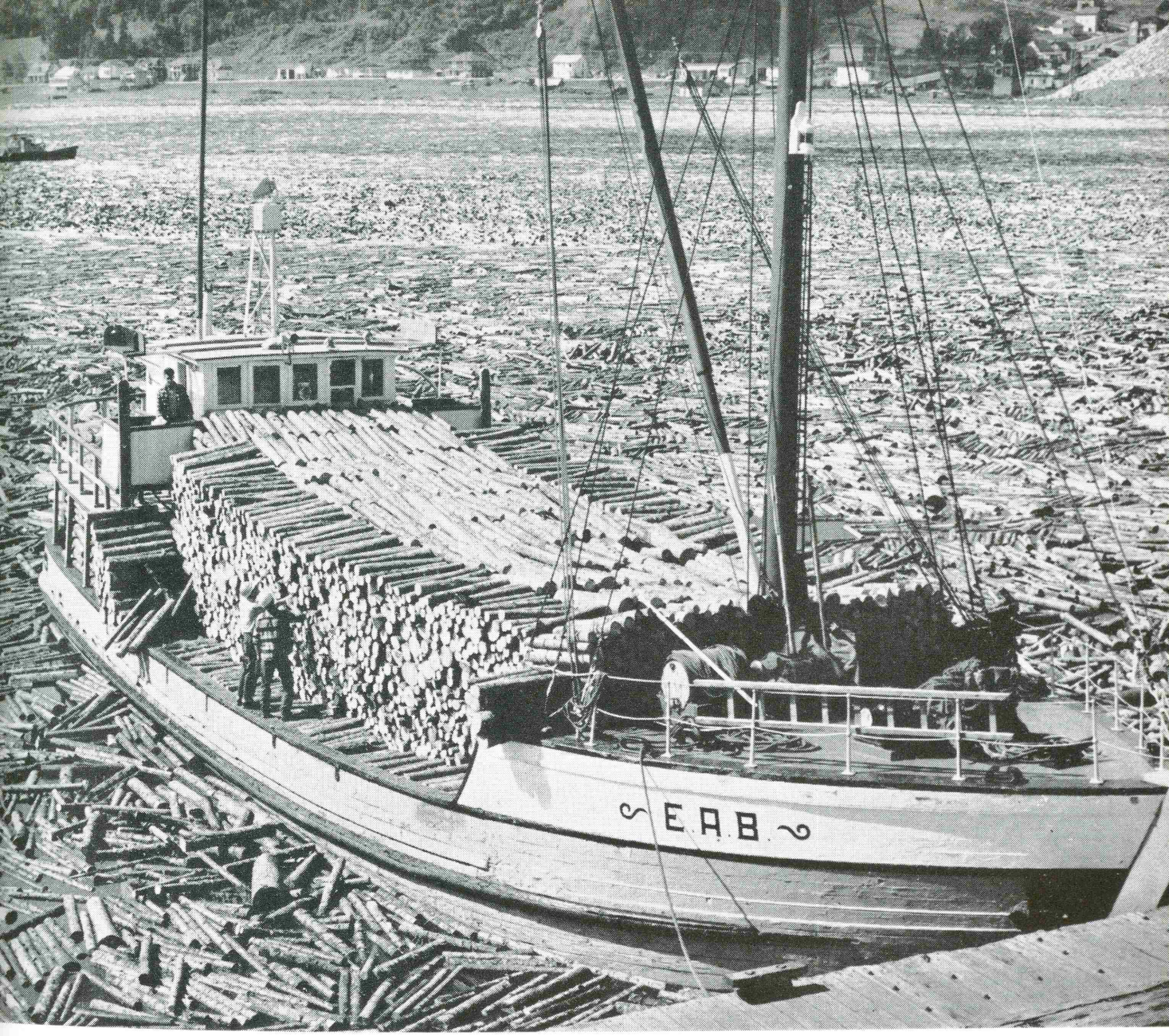
TECHNIQUES IN FIELD GEOGRAPHY
By Angus Gunn
Publishing Co. Limited, Vancouver, Toronto and Montreal
This is a most interesting introduction to Field Geography designed to guide the student in a personal exploration of his own neighborhood. It begins with a study of the street and its traffic, and progresses to the neighbourhood, the community and then the focal point of the region—in this case, the port of Vancouver. The techniques of observation and reasoning thus acquired are then applied to places further away.

The author suggests that this text will be of greatest value to senior school students who have little or no background in modern geography. His approach is not only direct but imaginative and this book will also be interesting reading to university students and members of CPAC. It is particularly recommended to those who are interested in the inclusion of planning and related subjects in the high school curriculum.

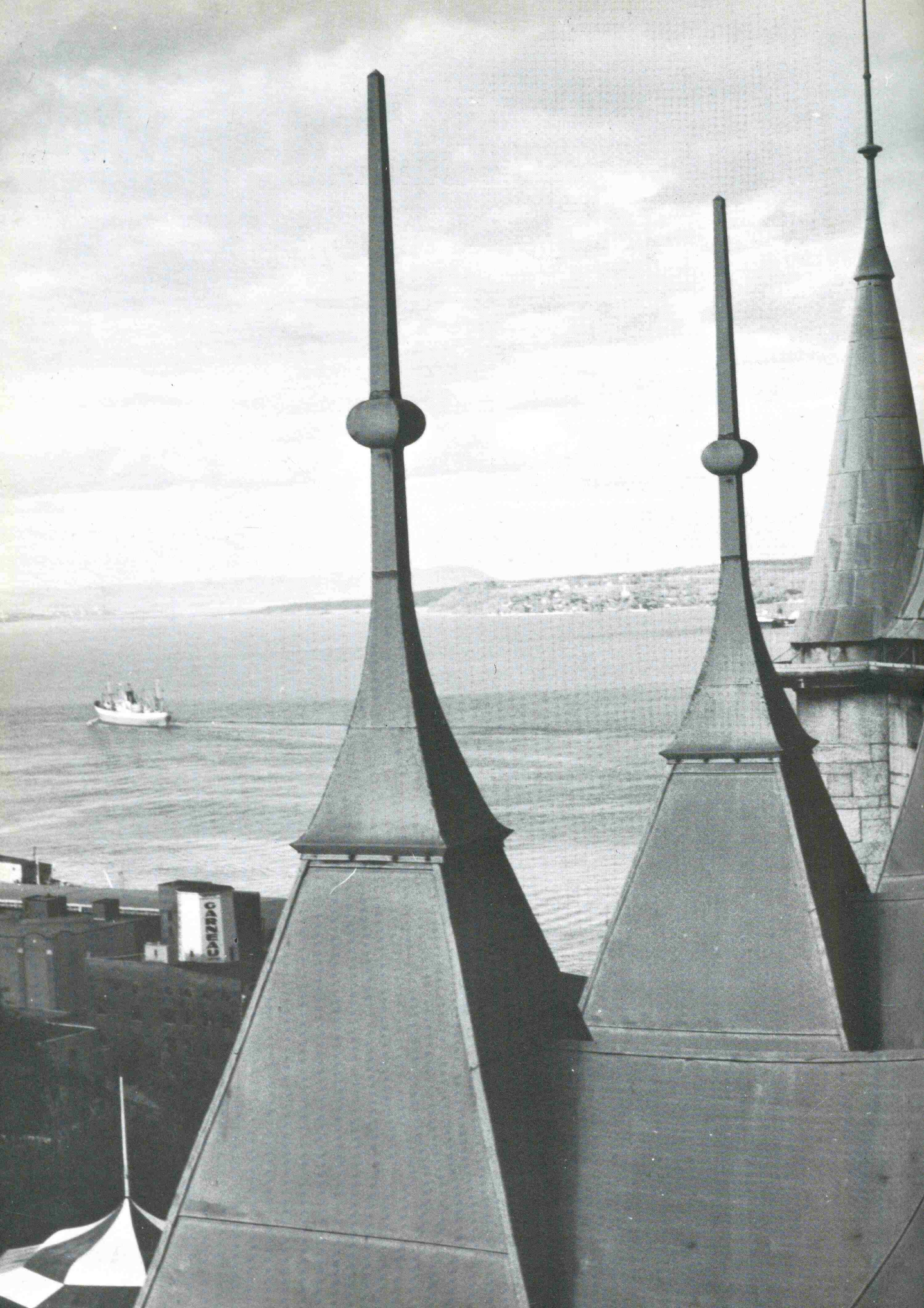
PLANNING VACANCIES

Space did not permit the printing of several notices of open positions in planning offices. Copies of these are on file at the National Office of CPAC, and will be sent out promptly in reply to requests. Please write to:

CPAC National Office,
425 Gloucester Street,
Ottawa 4.



A view from the Consolidated Paper mill at Port Alfred, an area to be visited during the post-Conference tour.
Une vue de l'usine de Consolidated Paper à Port Alfred, un arrêt durant la randonnée la Conférence.
Office du Film de la Province de Québec, Photo Driscoll.

Have you registered for the 1963 National Planning Conference in Quebec City — September 29-October 2? It will assist us in making our arrangements if you register now. Preliminary programme and registration forms have been sent out but, if you would like further copies, please write to the CPAC National Office, 425 Gloucester Street, Ottawa.

The Post-Conference tour will leave Quebec City on the afternoon of October 2nd and return by 6.00 p.m., Friday, October 4th. The tour will cover the Laurentide Park, Chicoutimi and La Malbaie areas, returning on the north shore of the St. Lawrence. Pictures of Quebec in this issue are all of places which will be seen on the tour. Further details can be obtained from the CPAC National Office.